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**The Commonwealth of Massachusetts**

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Addresses and Messages to the General Court,  
Proclamations, Official Addresses,  
Correspondence and Statements

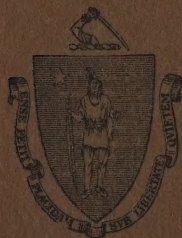
of

His Excellency

**Governor Channing H. Cox**

For the Years Nineteen Hundred and Twenty-one,  
Nineteen Hundred and Twenty-two, Nineteen  
Hundred and Twenty-three and Nineteen  
Hundred and Twenty-four

Compiled by Sherwin Lawrence Cook, Assistant Private Secretary to  
His Excellency Governor Channing H. Cox



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Published by Order of the Council, dated December Thirty-first  
Nineteen Hundred and Twenty-four

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## PREFATORY NOTE

When in 1914 the messages and inaugurals of the Governors of Massachusetts ceased to appear in the Blue Book, a need arose for a compact volume containing these papers. A well-approved custom has caused the addition of the official gubernatorial proclamations and certain other addresses, statements and correspondence of an official and public character. The Council has again authorized such a publication, this time to cover the four years of administration of His Excellency Governor Channing H. Cox.

A new method of arrangement has been adopted in this volume, the matter being classified under appropriate headings and a table of contents being substituted for an alphabetical index.

All the messages to the General Court and the official proclamations are included in the volume. In selection of the other matter, its author has insisted on a rigid method of elimination, and certain addresses and statements which might have been included without criticism have been omitted.

The last annual pardon message of Governor Coolidge, transmitted to the Legislature by his successor, has been here included for the sake of preserving the record in continuity, and proclamations issued by Acting Governors during Governor Cox's administration are included for the same reason.

No book of this nature can be an epitome of the administration of any Governor, and because he believes that it will give the volume a proper completeness, the compiler has added as an Appendix a résumé of the administration of Governor Cox, by Wendell D. Howie, from the "Boston Evening Transcript" of January 3, 1925.

The compiler is under obligation to Mr. Henry F. Long, now Commissioner of Corporations and Taxation, but formerly Private Secretary to Governor McCall and Governor Coolidge, and under whose hand several previous volumes have been published, for advice concerning the selection of the papers, and to Hon. Herman A. MacDonald, former Private Secretary to Governor Cox, who collected a large amount of matter from which to make selection.

S. L. C.



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INAUGURAL AND ANNUAL ADDRESSES

TO THE

GENERAL COURT

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## INAUGURAL ADDRESS

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Delivered in the House of Representatives January 6, 1921

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MEMBERS OF THE GENERAL COURT:—The legislative enactment of the special session of the General Court last month, approved by the Governor, consolidating and revising the statute law of the Commonwealth, has come at the end of several years' work by a special commission, and after careful study by a large recess committee of the Legislature. It is to be hoped that the work has been done well, and that little if any of your time need be consumed in correcting errors or changing the phraseology of our laws. Your predecessors, in recent years notably, have been quick to respond to clearly defined public sentiment. The people of Massachusetts have always been ready to assume new forms of service which gave promise of relieving hardship or making more equitable the distribution of opportunities and responsibilities. But in these days when men in every form of private undertaking have found it necessary to look to fundamental things, it is no less necessary for us who have been selected to conduct the affairs of Massachusetts to look to fundamentals. In my judgment the needs of Massachusetts today do not so much require great legislative reforms and improvements as they do require reforms and improvements in administration.

### ADMINISTRATIVE REFORM

At an early date I propose to ask the help and advice of the various heads of departments, inviting them into conference as the directors of a private corporation confer. It is highly important that the head of a department have intense concern for the affairs under his control, but it is equally desirable that he weigh the importance of his department in the light of the complete activities of the State.

It is possible to inquire whether the work of the government is being done as efficiently as it can be. I urge that your committees in examining departmental requests ascertain whether everything possible is being done to meet the spirit of the act passed in 1919 consolidating the departments and commissions, whether work is still being duplicated, and whether it is possible to transact the public business better and at less expense.

### ECONOMY

The cost of carrying on government in Massachusetts as elsewhere has reached a point where it has become a heavy burden on all our citizens, whether they share that burden directly in taxes or indirectly through the increased cost of the necessaries of life. The constantly increasing cost of government must be checked or it will become so heavy that it will fall of its own weight. The Commonwealth is doing a fine work in the care of the sick, the insane, the helpless, the feeble-minded, the delinquent, and for the convenience and comfort of all. Her institutions command the admiration of all observers. We must continue in this well-doing. But the government must not be saddled with so many undertakings that it breaks down and becomes unable to do the things already attempted. Under the existing laws the Commonwealth is committed to tremendous expenditures. Such expenditures are doubtless necessary in large part if the Commonwealth is to continue the present undertakings. Twenty years ago Governor Crane warned the Legislature that unless the strictest economy were practiced a State tax of \$2,000,000 was imminent. Last year the total expenditures were approximately \$38,760,000. The total revenue was approximately \$24,760,000, making necessary a State tax of \$14,000,000. It will become my duty in a few days to submit to you a budget, and then I shall discuss State finances more in detail. But today and every day through the year I ask you to remember that in the home and in private business it is necessary to practice thrift and economy. Money spent improvidently, extravagantly or recklessly by the city or town, county, State or Nation is a needless charge which must be borne by the people. We shall



deserve the approval of our fellow citizens if we in united effort, still continuing the necessary and desirable work of government, find the method of halting the onward rush of governmental expenditure. We shall make progress in that direction by requiring every public official to use the same care and prudence in the handling of public funds that he uses in spending money which he has earned by his own labor.

### PUBLIC WORKS

Life is growth. We do not stand still. We develop, we progress or we go backward. Our population in Massachusetts continues to increase. We are constantly required to plan for future needs, and those needs, especially so far as construction of new buildings, new highways, improvements of harbors, public works in general, may be determined in advance with considerable accuracy. It has happened frequently in the past when business was good, when labor was abundantly employed, when there was active construction for private ends, that at such a time the State entered upon the most ambitious projects of public works. Under such conditions the State comes into competition with private enterprise for materials and for labor. My observation in the public service of Massachusetts convinces me that by looking ahead and having ready at hand a more comprehensive plan of needed public improvements the Commonwealth and the public could be immeasurably benefited. When departments seek appropriations they could as far as possible be required to estimate their requirements for the next five years. The Legislature could then determine which projects are of the most immediate urgency. If it were convinced that other public works are reasonably certain to be started within five years, the Legislature could profitably authorize preliminary surveys, plans and specifications. If such preliminary work had been done, then in the event of some public stress, when our citizens were unable to obtain private employment, in such a time when there is a general desire to provide work for those in dire need, the Commonwealth could proceed to do necessary work, effecting at the same time relief to the needy and

saving to the Commonwealth. I recommend that in your examination of all departmental appropriations you look over a five-year period. You may say that a five-year program is too short, and that a ten-year period is a better unit for planning. If you take that view, so much the better. Some may fear that the heads of departments might be encouraged to present altogether too ambitious programs. On the contrary, if we can get into our public service a spirit of looking at our whole undertaking, and of understanding that the authorization of one project, or one building, may mean eventually the necessity of many more, I am confident we shall have taken a long step towards improved public management.

#### SALE OF EXCESS SUPPLIES.

It has just come to my attention that recently one of the departments had on hand a considerable supply of articles no longer necessary. The articles were advertised, proper bids were received and the articles were sold at \$2.12 each. And yet at the same time some of our State institutions were required to purchase the same articles of no better quality and to pay for them \$4.50 each. The statement of such facts needs no comment. It is the sort of thing that could not be tolerated in a successful private business. I recommend that you require every department or institution to file with the Supervisor of Administration a schedule of all supplies it desires to purchase or sell; that wherever possible one department or institution purchase from another at a fair price; and that the Treasurer and Receiver-General be notified, and that he make proper credits and charges to the departments. It might be provided that if there were any difficulty in fixing a fair price the Governor and Council should determine it. Each department or institution ought also to file with the Supervisor at regular periods statements of all property not in use but which is fit for salvage.

#### JUSTICE TO WOMEN

Since the last regular session of the Legislature the amendment to the Federal Constitution granting equal suffrage



to the women has been ratified and has become a part of the organic law of the land. The women of Massachusetts have shown a most commendable spirit in assuming their new responsibilities and discharging them with zeal. They have given abundant evidence of their desire to co-operate and support in all that will purify, strengthen and develop the life and welfare of the people. We should provide for their participation in government on equal terms with men. There still remain in our Massachusetts Constitution and laws provisions which may prevent such participation. I recommend that the Constitution and laws be amended to remove such provisions, and that Massachusetts take the last vital step in equality by removing every legal obstacle which prevents women from holding any elective public office within the gift of the people, and by freeing them from all inequalities.

#### EDUCATION

To a peculiar extent the economic as well as the political and social welfare of the Commonwealth depends upon education. While it has no deposits of precious ore, of coal or iron; while it has no vast fertile prairies and no boundless tracts of untouched timber; while, in fact, Massachusetts is not rich in a reserve of natural resources, yet it has been a part of the fundamental belief of our people that we can compete successfully with any other people, provided we maintain an aggressive program of education by means of which we may develop our human resources to the full. In the period of reconstruction through which the country as a whole is passing, the greatest care must be taken to prevent any retardation of our educational program in comparison with that of other sections of the country. Throughout the land there is an awakened and widespread interest in the development of more efficient institutions of education. From the point of view of her material prosperity, as well as from the larger consideration of her duty in the development of American citizenship, Massachusetts must not sacrifice her educational leadership.

The Special Commission on Teachers' Salaries made a report in August last which merits your thorough study.

The compensation of the public employees of Massachusetts has been generally increased in the past two years, and in practically all departments is now at least the equivalent of that paid to those in similar lines of private employment. But this is not true of teachers. I cannot bring myself to believe that teachers have received altogether just treatment. We cannot afford to deal other than justly with them. Teachers in our schools today are called upon to do for children some of the things which parents in other days were glad to accept as their own duty to do. Teachers in our schools have it within their power to instill in the hearts of children a love of America and American institutions which will never grow cold. It has seemed to me that many of our well-intentioned efforts to teach Americanism have failed, and more and more we must look to the children of parents of foreign birth as the instruments for breaking down family prejudice and distrust and winning respect and loyalty for America. We must reach them in the schools. The citizens of tomorrow are entitled to the best educational advantages we can give. In a system of good schools taught by competent teachers of character and devotion we have assurance that the Nation may have able and upright leaders in the future. The salaries of teachers in the public schools must be increased sufficiently to attract into the teaching profession capable young men and women, to retain efficient teachers now in service, and, in the words of the commission, "to enable all teachers to provide from salary earnings the necessities of life, and savings and insurance against disability and old age, as well as to make those investments that result in continued growth in professional efficiency." To that end I strongly recommend that the present minimum legal salary of \$550 for teachers be materially raised.

#### SUPREME JUDICIAL COURT

The Legislature of last year in its general program of revising salaries was liberal in most respects, and its work has made it unnecessary for us to go further this year. In the endeavor to compensate fairly the justices of the Supreme Judicial Court a condition was imposed which I



approve upon general principles, but which, as applied to the men who have given long years of service upon the Supreme bench, has prevented them from receiving any additional salary. I urge you to examine again the provisions made for them, and make absolutely certain that we deal justly with those judges to whom we turn in the last resort for determination of justice.

### AGRICULTURE

The industrial and commercial progress of Massachusetts depends in large measure upon the development of our agricultural resources. The recent advance in the freight rates on all commodities that enter New England puts upon us a new necessity of feeding ourselves and affords the Massachusetts farmers a new opportunity to farm with profit. Massachusetts for the purpose of self-preservation must do all in its power to place the great fundamental industry of agriculture upon a basis which may compare favorably with the financial reward in other industries. The proportion of our population engaged in agriculture bears no relation to the importance of the industry. The real problem of farming merges into a greater problem, that of an adequate food supply for our whole population, furnished at a reasonable price to consumers. Massachusetts cannot furnish all its own food, but it can grow much more than at present. Doubtless the best way for the Commonwealth to help is to give proper support to the agencies already established. The reorganized Department of Agriculture should be given facilities for greater service to the farmers, who have given evidence of confidence in its work. Especially should encouragement be given to the Division of Markets that it may deal adequately with the complex but vital matters which concern the distribution of farm and food products. The Department of Agriculture should be authorized to make a comprehensive study of the farm labor supply, and also the possibility of securing better marketing and purchasing conditions for the farmers. I recommend consideration of some plan of extending sufficient credits to farmers both for land purchase and for making

and selling crops, and to aid in the acquisition of farms by persons who will operate them for economic benefit. The farmer who is willing to remain in rural districts and produce from the soil deserves proper living conditions, good roads on which to carry his produce to market, and sufficient educational opportunities for his children. All of us should be interested for our own welfare to aid in seeing that he gets them. I recommend adequate appropriations in order that the Agricultural College may be able to render the largest measure of service to those who seek education with the ambition that they may more efficiently and successfully carry on practical agriculture, and in order that the college through its experimental work may be of the greatest assistance to the farmers. Massachusetts can hardly afford to do other than maintain a first-class agricultural college for her sons and daughters. It is no less the duty of counties to give ample support to the farm bureaus and county schools, which may be of untold value in the solution of the vital farming problem. If we are to hold our present industrial and commercial standing we must develop our farming communities to supply the needs of our industrial and commercial population.

#### SAFEGUARDING STATE FUNDS

The Treasurer and Receiver-General is elected by the people. He is charged with grave responsibilities. In general he has the duty of caring for the funds of the Commonwealth. Laws have been enacted directing how he shall keep such funds and in what manner he may place those funds on deposit. At present the various departments are only required to deposit their funds with the Treasurer at least once a month, and consequently are carrying bank accounts which in the aggregate total a large sum of money. The law contemplates that the Treasurer shall be limited as to the amount of State funds which he may deposit in any one bank, and yet it has been found that in some instances where the Treasurer has deposited the legal limit in a bank, some other department has deposited additional State funds in that bank. Fortunately it does not appear that the Com-



monwealth has as yet suffered from such practice. I do not believe, however, that the practice should be continued. I believe that the Treasurer should retain the most complete control possible of all State funds, and that he should know just where all of the public funds are. I recommend that wherever possible every department be required to use the Treasurer as its depositing bank. I am advised that under such a method the Treasurer would have a larger cash balance throughout the month, which will help in putting off the time when it is necessary to borrow in anticipation of revenue, and he would thereby be enabled to effect a saving of thousands of dollars annually in interest charges. I am confident such a method commends itself as more in keeping with sound business principles.

All recent issues of the Commonwealth's bonds have been serial in form. Practically all of the earlier issues now outstanding were sinking fund bonds. The Commonwealth has now sinking funds of over \$48,000,000 for the retirement of such bonds. Under the present law the Treasurer is in practical control of these sinking funds, and all investments or changes in investments for such funds are made by him, although he receives the approval of the Governor and Council. The wisest management of such large funds seems to require more safeguarding. I recommend that authority be given to the Governor to appoint two citizens of recognized financial ability who shall serve without pay, who shall advise the Treasurer as to the management of the State sinking funds, and that the Governor and Council may not approve any request of the Treasurer for change in or addition to such sinking funds unless such request be recommended by at least one of such advisers. This method gives promise of additional safeguarding of large public funds, and I am confident that public-spirited citizens would serve the Commonwealth in such capacity even as they have always been willing to serve as trustees of our institutions. I recommend that you put similar safeguards around the management of the various other trust funds now under the control of the Treasurer, such as the retirement funds and the Massachusetts school fund.

I also recommend that authority be given to the Governor to require the Treasurer at any time to furnish him with a list of the banks in which State funds are deposited, and the amounts of such deposits.

In justice to the present Treasurer, who shows unusual zeal in the public service, I am happy to say these suggestions relative to his office are made largely as the result of his own recommendation to safeguard the public funds in every possible way.

### PROTECTION OF SMALL INVESTORS

One of the most urgent problems now confronting the Commonwealth is the protection of small investors. Massachusetts owes her industrial strength to the thrift of her people. The savings of income become capital. With the great demand for new capital in Massachusetts for railroads, public utilities, home-building and industry, the workers must be encouraged and protected in their efforts to save.

The most effective way to discourage thrift and to retard the accumulation of capital is to permit fraudulent promoters to rob the people of their savings. It is estimated that worthless or fraudulent securities amounting to at least \$30,000,000 are sold annually in Massachusetts. Americanization work is greatly hindered by such frauds. The fraudulent promoters who destroy the faith of the workers in our economic institutions and in our laws sow the seeds of radicalism and anarchy. The Commonwealth must protect the industrial workers, particularly those who have recently come from foreign lands, from such exploitation; the Commonwealth must encourage thrift, to the end that capital, so essential to her industrial growth, may thereby be created. The Special Commission to Investigate the Sale of Corporate Securities has conducted an exhaustive and careful survey of this great problem. Their report, submitted to you, will give the needed information of the legislation and experience, not only of the other States of the Union, but also of Europe. It will include a study of the present conditions in this Commonwealth, and

the fundamental consideration which must guide you in your task of effecting wise remedial legislation. Thus, fully advised as to what other States and countries have done and as to the situation which confronts us in Massachusetts, you will be able to meet the responsibility which the great losses of our people from fraudulent promotions and exploitations have imposed.

### PREVENTION OF ACCIDENTS TO CHILDREN

The rapidly increasing number of motor-vehicle accidents has become a matter of grave public concern. The motor vehicle has reached the stage where it is no longer merely a luxury. It has contributed immeasurably to our convenience and comfort. It has become a necessity. To regulate its use so that destruction of life and property shall be reduced to a minimum is one of the problems to which I invite your most careful consideration. During the past year 189 children under sixteen years of age were killed on our streets in automobile accidents, and 2,100 children under that age were injured seriously, many of them maimed for life. In almost all of these cases the thoughtlessness and carelessness of the children themselves contributed to the unfortunate result. Recently in New York City there was an explosion in which some 20 people were killed and about 200 injured. For several days the papers in all parts of the country impressively related to the public the facts of the terrible occurrence; and yet the death of 189 of our children and serious injury to 2,100 others in one year almost escape general public notice. We must have the deepest concern for the grief, the sorrow and the suffering of the parents afflicted by these sad happenings. We are also concerned with the economic loss to the community incident to the death and injury of this large number of children in whom loving parents have invested years of care and savings. As a possible help in reducing the number of such accidents I suggest that every elementary school in the Commonwealth be asked to set aside fifteen minutes each week for the purpose of impressing upon the children the danger of the use of our streets and highways, and the



absolute need of caution in such use. I recommend that the Commissioner of Education be given authority and facilities for assembling facts and methods of presentation which shall be available for the use of the school teachers of each city and town.

### MOTOR-VEHICLE PATROL

Taken as a whole, the results of motor-vehicle accidents in Massachusetts in 1918 were 499 killed and 8,598 injured. In 1919, 582 persons were killed and 16,281 were injured. During the present year an intensive safety campaign has been waged, and while the number of persons killed was reduced to 477, nevertheless, the number of persons injured still further increased to 21,086. A careful analysis of the accidents indicates that by far the greater number of them resulted from causes that could have been avoided. We can have no sympathy with those who wilfully violate the laws regulating the operation of motor vehicles. While the police forces of the various cities and towns have done excellent work the past year in prosecuting vicious violators of motor-vehicle laws, it is practically impossible to apprehend the violators in many cases because few of the cities or towns have motor-cycle police. Moreover, police officials of one town cannot go beyond their own boundaries into other towns. I suggest for your consideration the establishment of a small motor-vehicle patrol of inspectors attached to the motor-vehicle division of the Public Works Department. The presence of such a force on the main highways would have a salutary effect, and those reckless operators who have no regard for the lives of other human beings might have some regard for their own personal liberty, and keep in mind the possibility of meeting an officer of the law the other side of a dangerous curve. Such a patrol would be of great assistance to those many towns through which main thoroughfares now pass, and which are not able to maintain police forces of their own.

## SHORTAGE OF COAL AND HOUSING

Coal is an absolute necessity in Massachusetts. The householder must have it in order to live, and the manufacturer must have it as his main source of power. Both in anthracite and bituminous coal a shortage has existed for the past year, which speculators have turned to their advantage. The price of coal to the citizens of Massachusetts has been exorbitant and unjust. Supply has been uncertain and business has been disrupted in the effort to obtain fuel for power, while the citizens have been driven to distraction in their endeavor to obtain the necessary household requirements. To complicate the fuel situation, our transportation difficulties, due to the breakdown of our railroads in New England, are further disturbed because of a lower rail than water freight rate. Before the war the water rates for coal were approximately 75 cents per ton less than rail rates. At present it costs about \$1 per ton less by rail than by water, naturally throwing an additional burden on our depleted railroads. Foreign demand for bituminous coal has had a tremendous influence upon the price of coal in New England. Nearly all of the coal exported was taken from the producing district upon which we depend, and to a large extent was shipped through a terminal which had been created to supply New England with bituminous coal. This resulted in a congestion at that terminal, and offered unlimited opportunities for adding to the expense of coal shipped here. We have had a hard struggle to obtain such coal as we received, and the Fuel Administrator has been of great help in presenting the absolute needs of Massachusetts and in securing a measure of relief.

Housing conditions have gone from bad to worse over a period of almost four years. This has been true over all the country, and in Massachusetts no less so. Scarcity of houses means competition for quarters among those who can pay, and in consequence rentals have increased. We must be concerned with a situation that compels overcrowding in unsanitary quarters, with consequent increased infant mortality, the spread of tuberculosis and communicable

diseases, and a general development of moral laxity among those affected. A condition that threatens the lives of our people threatens the stability of our government. In such a situation the Legislature of last year attempted to prevent unjust increases of rents, recognizing the necessity of protecting the people against extortion and suffering. There has been criticism of that action on the part of tenants because sufficient relief was not given, and on the part of owners because they were prevented from getting a fair return upon their invested capital, and that, therefore, further building is discouraged. The difficulties presented by the housing shortage are of a twofold character. There is the urgent need of finding means to restore as speedily as possible the housing facilities of the Commonwealth to normal proportions. There is also the vital necessity of protecting the people until that end is accomplished.

A committee of the United States Senate has been investigating these questions, and has already made a preliminary report. As I look back over the great monuments of constructive legislation in Massachusetts that have come as the result of intelligent and conscientious study by committees of the General Court, I am encouraged to believe that a similar study of the coal and housing and rent conditions would be of real and lasting benefit. Certainly the coal and housing conditions are among the most urgent of all the problems which confront us. I therefore recommend that you authorize one of your standing committees or a special committee to study these questions and report to this session at the earliest date possible. There is available for use the investigations of the Fuel Administrator and the Commission on Necessaries of Life. I suggest that you direct such committee to report whether everything possible is being done to insure for our citizens an adequate supply of coal at a fair price, whether everything in the nature of extortionate rent cannot be effectively prohibited, and to devise if possible legislation which, fair alike to owner and tenant, may stimulate the resumption of building and restore again in this Commonwealth normal housing conditions.



## STATE CONTROL OF ALL PENAL INSTITUTIONS

A welcome decrease in the number of inmates of the prisons and jails of Massachusetts has been noted for years. Ten years ago the county prisons had a population of 3,583. On November 30, 1920, that population had decreased to 1,120. The net per capita cost for each inmate of State penal institutions for the year ending September 30, 1920, was \$397.06, while for the same period the net per capita cost for each inmate of county penal institutions was \$826.41. The various counties have established twenty-one different jails and houses of correction. Today at least seven of those institutions are empty or closed. Five other of those institutions had on November 30, 1920, less than 30 inmates each. The difference between the cell capacity of these institutions, 4,508, and the population, 1,120, indicates that many more of these institutions could be closed to good advantage if there might be proper transfer of inmates. It is needless to argue as to the possibility of great decrease in operating expenses that might be effected by a consolidation of these institutions, nor is it necessary to point out the opportunity under such consolidation of devoting valuable property to other uses. A due regard of the true interest of the taxpayers would seem to demand that these institutions be consolidated under State control.

It is further submitted that such a change is dictated by other compelling reasons. The Commonwealth is the source of all law, and whoever offends against the law is an offender against the Commonwealth. The cases of all offenders are heard and determined before magistrates holding the commission of the Commonwealth and not the commission of any particular locality. In 1899 Governor Wolcott in advocating State control of all penal institutions said:

The divided control of penal institutions, not justifiable on any easily comprehensible theory, results in practice, as might be expected, in lack of uniformity of discipline, diet and employment; in imperfect classification of the inmates as regards sex, age and degree of criminality and degradation; and in consequent unnecessary difficulty of reformatory treatment.

This matter was first advocated in the Declaration of Principles laid down by the American Prison Congress fifty years ago. It has been advocated at various times in Massachusetts beginning with an interesting report by the committee on prisons in 1873 contained in House Document No. 264 of that year. It was recommended by the special recess committee on institutions, which reported to the General Court of 1920. Some of the evident advantages which ought to accrue from State control of all penal institutions are:

1. A consistent and comprehensive policy of treating penal subjects.
2. A greater possibility of classification of prisoners, resulting in more helpful and scientific treatment.
3. Continued development of the camp idea, now halted because inmates otherwise eligible for transfer must be retained in county institutions.
4. Improvement in the housing and living conditions of prisoners.
5. Employment of more men in productive industry, and consequent stimulation of habits of thrift and industry.
6. More economical administration through collective purchasing of supplies and utilization of farm products.
7. Securing to each convict wherever sentenced the benefits to which all should be entitled of physical and psychiatric examination, opportunity for learning to read and write, and to have the benefit of vocational training, employment in industry, the services of a resident chaplain, and other advantages which cannot be supplied in a small institution.
8. Opportunity would be given for the establishment of a much-needed defective delinquent colony in one of the vacant institutions.
9. Aid to discharged prisoners, after-care and supervision of paroled prisoners, temporary relief of prisoners' families, and the aid of other State departments which are not present in county administration.

The principal objections which are made to any such change are based almost entirely upon the ground of convenience to the various localities. County jails and houses of correction were established when communication was difficult. But today one may travel across the State and return in a day. Under a centralized control plan institutions would be maintained in different parts of the State, using some of the existing structures. Similar objections were raised twenty years ago when the Commonwealth took over the care of the insane in the State, and yet the

results under State control have been so beneficial and so vast an improvement over the old system that all our citizens join in willing testimony to their appreciation of the vision, the courage and the true humanity of those men of 1900 who dared depart from the custom of years.

Therefore, in the interests of a better system of penology, in the interests of economy of administration, and in fulfillment of the promise of the platform upon which the great majority of you as well as myself were elected, I earnestly recommend that the jails and houses of correction, now maintained by fourteen separate counties with varying standards, be now consolidated under the direct control of the Commonwealth.

#### SHORT BALLOT

As a member of the Legislature of 1911 I voted for the present direct primary law. I believed in the principle of direct nominations then. I do today. It must be admitted, however, that from time to time there has been much criticism against the result of the actual working of that system. It is not necessary to restate the criticisms. The objection which seems to have most weight arises because there are so many offices to be filled in a State-wide primary, and so many candidates seek those offices that it is extremely difficult for even the careful voter to learn of the relative merits of the various candidates. The chief interest centers in the candidates for Governor and for Lieutenant Governor, and public discussion is confined largely to the candidates for those two offices except in the years when a candidate for United States Senator is nominated. The chief objection to the present system of direct nomination in Massachusetts would in my judgment be removed by the adoption of the short ballot. Then, in a larger way the people have come to look upon the Governor as the head of the government, and there is a growing tendency to hold him responsible for the conduct of all the administrative departments. If the Governor is in any sense to be held responsible for the conduct of the affairs of the departments of the State officials, — the Secretary, the Treasurer, the Auditor and the Attorney-General, — then he ought to have direction



over those officials. He ought to be allowed to call men into those positions who will work in harmony with him and who will adopt policies which bear his approval. The objection may be raised that the Attorney-General is not alone the adviser of the Governor but of the Legislature as well, and that sometimes the Legislature might desire independent advice, and that it ought not to be compelled to accept legal opinions from the Governor's appointee. It should be remembered, however, that each branch of the Legislature has authority to require the opinion of the justices of the Supreme Judicial Court upon important questions of law, and upon solemn occasions. To the end that the direct primary system may operate to the best advantage, and that the efficiency of the State administration may be promoted, I recommend that the Constitution be amended so that the Governor be given the power to appoint the State officers — the Secretary of the Commonwealth, the Treasurer and Receiver-General, the Auditor and the Attorney-General — for the same term as his own.

### BRADFORD'S HISTORY

Another edition of Governor Bradford's History has been exhausted. In this year of anniversary of the landing of the Pilgrims I recommend that you authorize the reprinting of this story of our beginning, and that you provide for the gift of a copy to each high school in the State, in order that the young men and women who would know of the sacrifices and privations of those who laid firmly the foundations of our present institutions may have access to Bradford's inspiring record.

### PREVENTIVE MEASURES

Massachusetts expended last year \$11,887,108 for the maintenance and improvement of the institutions conducted by the Departments of Mental Diseases, Corrections, Public Welfare and Public Health. This represents a large proportion of our public expenditures. Massachusetts has been a pioneer in the work of caring for the unfortunate and the afflicted, and is today doing much in this direction

which has not been attempted by other States. The policy in this regard has met with the general approval of our citizens, and they insist not only upon a continuance of this work, but that the work be better done. Our citizens must recognize the immense cost of it all, and they must be prepared to pay for it. They must remember that some of this work has been made necessary because individuals are not doing the things for afflicted members of their own families which they did in former generations, and because parents are not exercising the same degree of control and correction of their own children that they did in earlier times. Our only hope of escape from this constantly increasing public expense lies in finding measures of preventing disease of the mind and of the body, and preventing the degradation of morals. We are now trying some preventive measures. We have done a great deal in checking the spread of tuberculosis and to prevent the spread of other diseases. I recommend appropriations for further research in the endeavor to check the increase of the feeble-minded, and to reduce if possible the number who are sent to the correctional institutions.

#### MEMORIAL FOR THE UNKNOWN DEAD IN WAR

The splendid action of France and Great Britain in burying the remains of an unknown hero of the French army in the Pantheon, and the remains of an unknown hero of the British forces in Westminster Abbey, has prompted the suggestion that Massachusetts pay similar tribute in honor of those devoted men who have enriched the name of the Commonwealth by sacrifices which ended in unknown graves. Doubtless the Navy Department would gladly loan an American warship on which to bring from the fields of France the body of one of the unknown dead in battle for burial with all military honors in some worthy place here. It has been suggested that a grave on the lawn in front of the State House might be an appropriate place, — a grave marked with such monument as parents might erect for their own son. To such a shrine on Memorial Day and at other times mothers and fathers and other relatives of boys lost in

France might repair to do honor to the memory of their own, and at such a shrine all devoted citizens of the Commonwealth might pause and rejoice in a love that impels sons to give their lives in the name of Massachusetts. We may visualize in part the mighty patriotic inspiration that would come to us in the performance of such an act of justice, and the comfort and satisfaction that would come to those of our citizens who have patiently suffered unspoken grief. I commend to your consideration the desirability of carrying out such a form of tribute to the unknown dead.

### CONCLUSION

Massachusetts has kept well in advance of most of the other States in the enactment of sound and humane legislation, with a constant desire to improve the welfare of the people. In such an endeavor her true public servants will ever be glad to continue. In the year we are this day beginning we shall search diligently for methods of remedying injustice and of further promoting the happiness and well-being of all. However profound our admiration for Massachusetts institutions and laws, no one would claim that they are perfect or that they are not susceptible of improvement. That State is fortunate whose government serves the people and whose people love and uphold their government. Our government must serve the people, and the people will love and uphold it. But let us always remember, when we think of the degenerate, the feeble-minded, the evil-minded, the vicious, the selfish and the transgressors, that they constitute but a small part of the whole. Fortunately for us the great mass of our citizens are sturdy, strong, God-fearing, home-loving, industrious and courageous men and women. In an attempt to strengthen the weak, let us be careful not to break the spirit of the strong. No one can offer any substitute for work, for thrift and industry, or for character and integrity. To succeed, the individual must acquire these virtues for himself. No one can give them to him. Let us not, therefore, attempt the impossible in legislation.

Men and women have come to Massachusetts from all parts of the world. Here they have made their homes, and



by their industry and by their consecration to the public good they have contributed to the upbuilding of our institutions. They have only recently given abundant evidence of their readiness to defend their liberty and to uphold their law. In their patriotic response to the call of their country during the war, in their contributions of sons and of treasure, they demonstrated that they were sound at the core and that their hearts were true. So with confidence we face the day which is dawning with the promise of new opportunities and new glory.

We are just emerging from years of intense feeling, tremendous effort, and unusual sacrifice caused by a mighty conflict which has disturbed the thought and action of the world. The people of our Commonwealth, like the people of other States and Nations, while always ready to battle for justice and for the cause of humanity, are somewhat weary of the prolonged strain. They desire to return to the normal scope of daily action. They need an opportunity to store up physical and mental vigor that they may have a reserve, and be able the better to render a full measure of service if ever called upon again in some great public necessity. So in the spirit of the times let us turn our hearts and minds to fundamental things. Let us dare to follow in the footsteps of those quiet but sturdy builders of our Republic, whose deep faith in God guided them through the early years of a new Nation. Let us today renew our vows of honest public effort, to the end that the noblest purposes of the Pilgrim fathers may be achieved, and that here in Massachusetts wisdom and understanding shall dwell, and civil and religious liberty shall endure.

## ANNUAL ADDRESS

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Delivered in the House of Representatives January 4, 1922

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MEMBERS OF THE GENERAL COURT: — For the first time since the adoption of a Constitution Massachusetts has passed through a year without holding a general election. The administrative officers and the members of the General Court who served last year are to continue. We are, nevertheless, beginning a regular session of the General Court. Before turning to a discussion of matters which await your future action it is a pleasure to record a sense of deep appreciation for the unfailing kindly consideration and the spirit of co-operation for the public weal which was manifested during the last session. There was evidence of a desire to respond to clearly defined public sentiment, — a desire which I am confident will again find continuous expression in the months that lie ahead.

### STATE FINANCES

The results of the fiscal policy followed during the past year are most encouraging. In place of a deficit which we faced a year ago, the Auditor's report shows a cash balance of more than six and one-half million dollars, while the State tax remained the same as in 1920. The great work of the Commonwealth has been carried on without curtailment of usefulness, but it has been done with actual economy and with a commendable endeavor to attain efficiency. Almost without exception the departments have lived within their appropriations, and, aided by lower commodity prices, have been able to finish the year with comfortable balances which now revert to the treasury. Great saving has been made possible by improved methods of doing the same work; for example, the Treasurer paid this year as interest on loans

in anticipation of taxes \$8,334.47 as contrasted with \$200,-467.07 for the same purpose in 1920. This represents an actual saving of \$192,132.60, and is wholly the result of the Treasurer's new method of placing State deposits and of our new requirement that the departments deposit their funds with the Treasurer. During the year the net direct debt of the Commonwealth has been reduced by \$5,816,443, and leaves that debt at \$29,311,796, the lowest figure since 1914 as was promised in my budget of last year. The contingent net debt, made up principally of loans to finance improvements in the metropolitan district, was decreased by more than \$2,000,000. Therefore the total debt obligations of the Commonwealth have been reduced by about \$8,000,000 in a single year. To a large extent this favorable showing with reference to the State debt was made possible by your adherence to the "pay as you go" policy recommended in my budget of last year. If additional argument in favor of this policy be needed it will be found in my budget soon to be submitted which will show materially reduced interest requirements for 1922 as compared with 1921.

In the past few years it has been necessary to make tremendously large outlays. The payments of \$10 per month to men in military service, authorized by chapter 211 of the General Acts of 1917, and payments of \$100 each, as authorized by chapter 283 of the General Acts of 1919, amount to over \$21,800,000. Payments for State and military aid on account of the World War have been to date \$2,663,246. Payments for certain other activities directly on account of Massachusetts' share in the conduct of the World War bring the total sum to \$26,575,000. These payments have been well financed, and the total debt from loans made for these purposes is today only \$4,638,722.

### TAXATION

Taxes have been high due both to this record of war activities and to the inflation of prices and wages caused by the war. Of course the burden of Federal and local taxation is much more onerous than the comparatively small tax



levied by the Commonwealth. And yet the Commonwealth is charged with full responsibility for its share. Excessive taxes seldom reach the intended victim. On the contrary, if all incentive for business men to risk their money in new ventures is removed, then general business becomes stagnant, with the result that working people are driven out of employment. The time has come when taxes must be reduced. The revenues of 1922 will in some instances be less than those of last year. This will be true, particularly with reference to corporation taxes. However, the conditions are such in business and industry today that the Commonwealth is not warranted in levying again the special tax of three-quarters of 1 per cent on corporations which has been imposed for several years.

The special revenues provided for meeting the cost of payments in recognition of military service have, in some instances, exceeded the estimates to such an extent that it does not seem necessary to levy again this year the special tax of \$660,000, and accordingly I recommend that section 5 of chapter 342 of the General Acts of 1919, requiring this special State tax, be repealed. Although the discontinuance of these two special taxes will reduce the state income it will represent a saving of about \$4,000,000 to taxpayers.

In preparing the budget of last year it was impossible to make a satisfactory downward revision to meet the deflation then in process in the business world. The budget is made up almost entirely of items required under existing laws, and until those laws are revised, as urged last year, the Governor is legally bound to provide for the maintenance upon a creditable basis of the activities of government as already authorized. Nevertheless, the past year has demonstrated that economies can be effected, and with the surplus on hand today the budget soon to be presented will in the absence of some emergency afford the opportunity for the reduction of the State tax.

### MUNICIPAL TAXATION

The existing high level of municipal expenditures and tax rates, while little understood because of its complexity, is

nevertheless a matter of prime concern to every citizen. It is a most important factor in checking community growth, discouraging industry, and depressing property values. The burdens imposed upon enterprise by local taxation are generally recognized but the means of relief is in doubt. I recommend that a special committee of your membership be created for the purpose of studying existing municipal taxation and of determining what, if any, remedies are possible through legislative enactment to afford relief.

### ADMINISTRATIVE REFORM

In response to my inaugural recommendation, that you ascertain whether everything possible is being done to meet the spirit of the act passed in 1919, consolidating the departments and commissions, whether work is still being duplicated, and whether it is possible to transact the public business in a better way and at less expense, a special commission was created to investigate. That commission was composed of experienced members of the Senate and House and five especially qualified citizens of my appointment. The members have taken their work seriously, and have made an extended survey of our State administration and our method of transacting the public business. Through the splendid public spirit of its chairman the commission has enjoyed the services of experts associated with him in private business for which the Commonwealth would have otherwise been obliged to pay large sums. The report of the commission now before you is in my judgment one of the most valuable contributions made to the Commonwealth in years. I urge that you give it your most earnest study, and that you adopt such of its recommendations as after careful consideration give sure promise of increased efficiency and true economy. It is not necessary to discuss the report in detail at this time, but in general it confirms my own observations in a long period of State service that among the most pressing needs of Massachusetts today are the cessation of duplication of work and overlapping of functions, the adoption of a better method of accounting, the establishment of a centralized State purchasing agency,

and a greater degree of administrative control and responsibility. In its welfare work, in its care of the unfortunate and the sick of body and mind, and in its endeavor to reduce human wastage, Massachusetts has made an enviable record. The progress made in this direction must be continued. In such endeavor the benefits cannot be measured in dollars and cents. The return is to be found in the satisfaction of relieving suffering and in the development and protection of strong men and women. We must never stop to balance dollars against the chance of relieving misery. The Commonwealth might well, however, increase its charges for certain special activities which benefit only particular individuals and corporations, so that their cost may be fully paid by the benefited parties and not from general taxation. There will be ample justification of this legislative session if as a result of its deliberations the people of Massachusetts may enjoy improved service and at the same time be relieved of unnecessary expense. The adoption of the principal recommendations of the special commission will make such a result possible.

### EDUCATION

The people of Massachusetts have always recognized the basic and essential importance of education. Upon its healthy condition rests, in large measure, the hope of the continued welfare of the Commonwealth. It is gratifying, therefore, to be able to record the recent progress that has been made in the field of public education.

Legislation enacted at recent sessions of the General Court has increased the funds available for the support of schools; has tended to equalize the cost of education; and has resulted in more adequate compensation for teachers. Provision has also been made for raising the standards of teacher-training and for improving the professional status of the teacher.

By fixing in the child labor laws a sixth-grade qualification for leaving school, and by establishing continuation schools, wider educational opportunity has been opened to many thousands of our youth. Much legislation designed



to produce educational improvement in other directions is also to be found in the record of recent sessions of the General Court.

Among the practical and beneficial results of the active interest of the people in education and of the legislation that has been enacted are to be noted the increase in the average salary of our teachers from \$744 in 1910 to \$1,486 in 1920; the turning of larger numbers of students to the normal schools, there being an increase of 436 for this year over last; the enrolment of 32,500 minors in continuation schools in 1921 as compared with 8,000 in 1920; instruction in the English language during the past year of over 20,000 adults; and an enrolment of more than 30,000 adults for class and correspondence instruction through University Extension.

Because of the important character and the quantity of recent legislation affecting education, I believe that opportunity should be given for the adjustment and assimilation in practice of the laws in force at present.

#### AGRICULTURE

A new hope and a new courage on the part of our farmers has been noted this past year. The educational work of the agricultural college and the helpful activities of the State Department of Agriculture have had a noticeable effect upon the progress of our farming industry. Those engaged in the commercial and manufacturing business of the Commonwealth are increasing their interest in the farmers with greater realization of the mutual advantage to be gained. The business of farming is bound to increase in the Commonwealth. There are many acres of rich untilled lands yet to be brought under the plow. There are many other acres which are wet and need to be drained or otherwise improved to be made fully useful.

The developments of dairying and of such specialties as the raising of apples, cranberries, market-garden crops, onions, small fruits, tobacco, and poultry seem to offer possibilities of much greater expansion.

The State apple packing and grading law has been of invaluable help to apple growers. Selected apples of high

quality in attractive packages are giving Massachusetts apples an enviable reputation over the entire eastern section of the country. In fact, apples from Massachusetts are shipped as far west as Detroit. I recommend an investigation of onion and tobacco grades to facilitate the handling and marketing of these crops. At present much unnecessary waste occurs because the crop is not sufficiently graded by the producer, who is thereby unable to obtain credit upon warehouse receipts because the grades are not sufficiently standardized to permit this. An investigation is necessary to determine what these grades should be.

The State marketing officials in the Department of Agriculture are keenly aware of the interest of all those who are concerned with the movement of food products from the producers to the ultimate consumer. Their service is being organized to meet the requirements of producers and consumers alike. The daily wholesale and weekly retail market reports issued in Boston, Worcester, and Springfield have been of assistance to growers, market men, and consumers. The cost of distributing our foods as well as the sources of their supply are receiving careful attention and study.

The new State constabulary is already useful in protecting property in the rural districts. They also police the agricultural fairs and other gatherings which are removed from urban police protection.

The agricultural fairs are recovering from their setback due to the war, and have begun to attract great interest again. These afford not only an opportunity for the display of farm handicraft, but a gathering place for the exchange of thought and experience in country affairs. It should be remembered that farmers are not able to get together as often as those who live in cities, because of the distance necessary to travel. I recommend the encouragement of these fairs, particularly the exhibits of the labor and achievements of the boys and girls. There are over twenty thousand such boys and girls pursuing organized agricultural club work in the Commonwealth at the present time.

The tide is turning on the part of those who are agriculturally minded from the West back to the East. Many

farms in the Commonwealth have been sold to such persons during the past year. This is a movement which the State Department of Agriculture is encouraging and in which it should be supported. Civilization in all countries and at all times has thrived best where a proper equilibrium has been maintained between city and country.

#### STATE DIRECTION OF ALL PENAL INSTITUTIONS

One year ago I recommended legislation looking toward the unified control of county penal institutions. Since that time a special committee of the General Court has thoroughly investigated this subject, visiting all the State and county penal institutions. That committee has recommended a bill which does not deprive the counties of their property and which does not insure "State control" of the county penal institutions, but which, nevertheless, will go far toward securing the benefits which would come from State control. I earnestly urge the enactment of this or some other appropriate legislation which will make possible the co-operative and uniform management and care of those committed to the various houses of correction.

There may be some difference of opinion as to the proper agency to care for persons awaiting trial. There can be no doubt, however, that persons convicted of a breach of the law of this Commonwealth should be cared for under a system devised and directed by the Commonwealth. This principle is being repeatedly urged by the American Prison Association and by all penologists of note throughout the country. The whole-hearted and enthusiastic support being given this movement by disinterested bodies of citizens testifies to the public demand for a more economical and efficient system.

The principal defects in the present disintegrated penal system are —

1. Lack of steady and productive employment.
2. Lack of vocational training.
3. Limited educational facilities.
4. No psychiatric examination.
5. Inadequate outdoor exercise.



6. Lack of uniformity in diet and discipline.
7. Insufficient information as to case histories.
8. No proper system of parole and after-care of paroled prisoners.
9. Lack of a concerted and co-operative policy with regard to transfers and classification.

All of these defects should be removed and a comprehensive prison policy evolved under the proposed legislation. Such a move cannot be considered an *attack* upon county government, as our fundamental law recognizes the existence of the counties, and they cannot be abolished except by constitutional amendment. Many of the objections originally raised against State control cannot be made against the proposed legislation. Under the proposed scheme of administration those in charge of county institutions may preserve all that is good in their systems and work in co-operation with the State Department of Correction for the benefit of the unfortunates in the houses of correction and at a considerably decreased cost to our taxpayers.

In spite of the fact that the advantages of improved penological treatment are provided in State institutions, and few if any of these are provided in county institutions, the net per capita cost of maintaining a prisoner in a county institution is still 60 per cent higher than the cost of maintaining a prisoner in a State institution.

Notwithstanding the fact that an investigation has been in progress, no considerable improvement has been noted in the conduct of the houses of correction. Idleness still prevails; no productive industry has been established; and out-of-date penological methods are employed in many of them. Such powers as the Department of Correction has vested in it by statute have been nullified through lack of co-operation by those in charge of the county institutions.

Although there is contention to the contrary, no sufficient power exists in the Department of Correction to secure for the county institutions a proper measure of unified control. The control of all finances is still in the hands of the county commissioners, and without financial provision no extended improvement can be made. The power of transfer exists on

paper, but the exercise of this power without knowledge of the inmates to be transferred would not be productive of wise classification, and unless institutions adapted for classified treatment are provided, there would be no virtue in making the transfers. The power to make rules, which now exists, carries with it no provisions for the enforcement of the same. The joint control over the prison industries by the sheriffs and the Department of Correction is such that the consent of both agencies is necessary in order to make improvements, and has been unproductive of progress in these lines.

I sincerely hope that this session will enact legislation which will enable those in charge of State and county institutions to go forward together in a co-operative manner, each being of assistance to the other, in an effort to secure for the people of Massachusetts an efficient and humane administration of all its penal institutions.

#### UNEMPLOYMENT

Owing to unusual conditions in business and industry, with the consequent result that an abnormal number were unemployed, on September 28 I asked a large number of representative men and women to serve on a Massachusetts committee to promote work. That general committee has formed sub-committees and a survey of the unemployment situation has been made. The committee has conferred with the mayors of the various cities and has studied valuable data furnished by the Department of Labor and Industries. As a result of the recommendations of the conference on unemployment called by President Harding the Massachusetts committee has endeavored to aid in the organization and functioning of local unemployment committees. Not only have municipal conditions been surveyed, but also the conditions in individual manufacturing concerns have been analyzed and Chambers of Commerce and Boards of Trade have been urged to take action. The figures available represent a distinct improvement since December, 1920, when the peak of unemployment was reached. However, we must stand ready to give aid during

the next few months in every proper way. Already public work has been stimulated, and in our State departments, where buildings and improvements have been authorized, it has been found an advantageous time to proceed with such work as rapidly as possible. The Public Works Department, in anticipation of the present situation, is ready to begin highway construction as soon as the season will permit. Therefore I recommend that you give immediate consideration to such new projects of public works and new buildings as are needed, and that work on them be started at the earliest possible moment. Last year I urged that in your examination of departmental appropriations you look over a five-year period. As a result of that policy adopted in part it has been possible to hasten some needed public work. Again I urge the continuance and extension of that policy, especially so far as public works and buildings are concerned. A considerable proportion of the State's construction work can be done when conditions are most favorable, which is generally during periods of industrial depression, with low costs of material and plentiful labor. The result of such a policy will mean not only eventual saving to the Commonwealth, but prove of great practical value in other ways. The total amount of construction done by the Commonwealth is small in comparison with that done by cities and towns. If the latter, however, following the example of the Commonwealth, would adopt such a policy of making in advance comprehensive plans to meet the requirements for a series of years, then in the event of a recurrence of excessive unemployment there would be at hand a practical and economical means of relieving distress. The Massachusetts committee to promote work will continue its service, and its organization will be available for meeting new requirements of the unemployment situation.

#### PREVENTION OF MENTAL DISEASES

The Commonwealth has recognized its responsibility for the care and treatment of those suffering from mental diseases and defect, and in the State hospital system has provided facilities for the treatment of these cases. In most



instances, however, only those patients receive treatment who have well-established and rather serious mental symptoms. The majority of those patients are committed to the hospital, and the number who go on a voluntary basis, because they realize the necessity of treatment, is not large.

The great sums expended by the Commonwealth for the maintenance of these institutions emphasizes the fact that much is to be done in the field of practical mental hygiene to stop the increasing numbers for whom institutional care must otherwise be provided. It is an accepted fact that approximately one-half of all patients admitted to our State institutions are suffering from mental disorders that could have been prevented. Our efforts must be continued to overcome a hesitation to use our State hospitals, — a hesitation due in part to ignorance and in part to the continuing effect of old tradition. Every effort must be made to bring treatment to bear upon the early stages of mental disorder, through a continued campaign of education and in trying to promote the best possible conditions in childhood for those who are handicapped either by mental defect or by nervous instability which may later lead to nervous and mental disorders. The Commonwealth has recognized the importance of a practical mental hygiene program, and has provided much legislation to make effective such a program.

The State's program for the feeble-minded embraces the following factors:

1. Identification.
2. Registration.
3. Education.
4. Supervision.
5. Segregation.

The establishment of school clinics, — the Department of Mental Diseases co-operating with the Department of Education, — whereby school children three or more years backward are examined, represents an extraordinary achievement, there being no known similar provision anywhere else in the world. These clinics have been made constructive from the start, the purpose of the examination

being not to discredit the backward child in any way, but rather to ascertain exactly what school progress he is making; to insure that he is not worked beyond his capacity, and that not too much is expected of him; and so far as possible to ascertain any special reasons for his lack of development.

Approximately 3,000 children have been examined since the organization of the clinics in the spring of 1921. The cordial co-operation with which this work has been received is noticeable; both the parents and the school authorities are using results of the examinations to do more for the children than has ever been done before. As a result of this work specially unstable children may receive adequate supervision and care.

The continuing census of the feeble-minded, which the Department of Mental Diseases has under way, has far-reaching possibilities; the regular checking up of the lists will show those defectives who are not capable of community life and also those of the hereditary grade who are likely to propagate their kind and who need institutional segregation. It will also show the well-developed defectives who are conducting themselves properly and who can safely be trusted in the community.

There are now large numbers of feeble-minded patients of our schools for the feeble-minded living in the community under slight supervision, practically all behaving themselves and the majority supporting themselves. Recent legislation provides definitely for community supervision of the feeble-minded, and with provisions for the necessary machinery to carry on this work a much larger number can be cared for in the community, and room made available for those requiring, temporarily at least, institutional care. The schools for the feeble-minded should, in the future, function very largely in giving a period of training to large numbers and then return this group to the community to earn their own living. It is interesting to note that a group of 93 from one of our schools for the feeble-minded were supervised in the community last year and earned, collectively, \$102,000.

There is great need for extension of this principle of com-

munity supervision as far as possible instead of expensive institutional support and the large expenditures for the construction of buildings (new construction costs approximately \$1,500 per bed; annual maintenance, at least \$300 per patient). The importance of the feeble-minded problem now warrants the recommendation that there be created with the Department of Mental Diseases a Division for the Feeble-minded.

The State hospital system conducts well-organized outpatient clinics. This work should be continued and encouraged. A practical program in mental hygiene looks forward to co-operating with the courts in the examination of any one where there is the least suspicion of mental disease or mental defect. This should be encouraged, to the end that all courts having to do with juvenile delinquency could be furnished with a psychiatric report.

The Psychopathic Hospital provides a unit of the general hospital type for the reception of early cases of mental disorder. There is a very noticeable tendency to make use of such small units by individuals who, either themselves or their relatives, are unwilling otherwise to use the State hospital. To take advantage of this principle there is legislation available for the organization of small psychopathic hospital units.

Massachusetts has gone far in providing care and treatment of the insane and mentally defective. The work is being well done today and large appropriations are necessary for its continuance. The only escape from constantly increasing expense lies in the adoption of more preventive measures. I urge the continuance of the support given last year to a program of prevention to offset the growing and increasing demands for institutions to care for those whose mental disorders could have been prevented, and to the development of all means to care for the individual, especially the feeble-minded, in the community under supervision rather than the more expensive plan of establishing new hospital facilities.



## BANKS AND TRUST COMPANIES

After recent experience it is a satisfaction to be able to report that in the judgment of the Commissioner of Banks the banking conditions in Massachusetts are fundamentally sound. The disclosures of the last year and one-half involved only a very few of the six hundred and seventy banks, as defined by the statutes, under the supervision of the Commissioner of Banks. Nearly all the banks are ably and honorably managed, but the few which have been closed have brought suffering to thousands of innocent depositors, and inconvenience and loss to many others. The punishment of those who have violated the banking laws should be severe, and if the present laws do not provide for such punishment legislation should be enacted forthwith to correct this condition. The Commissioner of Banks should be given an appropriation sufficiently large to enable him to engage and retain the services of competent examiners and other assistants. If the Commonwealth is to maintain a banking department the people have a right to expect that the banks will be examined often enough and with such thoroughness and efficiency as to give assurance that all banks are sound. It should be remembered, of course, that the human equation will always exist, and just so long there will be an occasional failure. It is to be hoped, however, that any such experience as we have passed through lately will not occur again.

Recognizing the seriousness of conditions and the importance of preventing their recurrence a commission was appointed last year to revise present banking laws. I invite your careful attention to the recommendations of that commission for the correction of existing evils.

It is to be regretted that the Commonwealth had large amounts on deposit in some of the closed banks. A suit has been brought to compel payment in full to the Commonwealth on the ground that the Commonwealth has a claim of priority over other depositors. The case is now pending before the Supreme Judicial Court, and will be decided according to existing law. If the claim of the Common-

wealth is upheld then I recommend that the law be changed. In my opinion there should be no priority for any depositor. The smallest depositor should stand on equal footing with the largest, even if that largest depositor should be the Commonwealth of Massachusetts.

#### EMERGENCY FUND

The burning of the Saugus River bridge at a time when the Legislature was not in session, and the consequent interruption of an important line of automobile traffic, calls forcibly to attention a situation the recurrence of which ought to be prevented by legislative action.

No State funds could lawfully be used to reconstruct this bridge, either temporarily or permanently, and the public, therefore, would have suffered great inconvenience for many months unless a special session of the Legislature were called or the money for rebuilding the bridge advanced by private individuals or municipalities. The fact that in this particular instance the city of Lynn paid out its own money for the construction of a temporary wooden bridge, relying on reimbursement by the Commonwealth, does not change the principles involved.

The convening of the Legislature in special session is costly and ought to be avoided except in a great emergency. Private individuals ought not to be asked to advance money for the needs of the Commonwealth, and the legal right of a municipality to pay out its money for State purposes is seriously questioned.

Therefore I recommend the enactment of a law authorizing the Treasurer, at the direction of the Governor with the approval of the Council, to issue the notes of the Commonwealth for sums not in excess of \$100,000 and for not longer than one year, the proceeds of which may be available for the purposes of the Commonwealth in emergencies caused by fire or other unavoidable casualty while the Legislature is not in session, and to be expended by or under the direction of the Governor, with the approval of the Executive Council.

## HABIT-FORMING DRUGS

The use of habit-forming drugs is a menacing evil which impairs the health of the addict and tends to lower the moral standard of the community. The Commonwealth, in 1917, following a report by a narcotic drug commission enacted laws well adapted to meet the situation, so far as local enforcement is able to suppress it. But recent organized effort has demonstrated, and the opinion of well-informed authorities substantiates the belief, that the laws passed by the Massachusetts Legislature are, of themselves, not entirely adequate to check the alarming increase in the use of narcotic drugs.

Unless the laws and enforcement are made uniform throughout the country, what we have attempted in Massachusetts cannot be of fullest avail.

To the end that the best results may be obtained for protection of the people of Massachusetts, I urge that Congress be memorialized in favor of the passage of legislation that will make the Massachusetts standard a national standard, or in favor of such other national legislation as may seem necessary to abate the evil.

## CONCURRENT LEGISLATION

Officials especially charged with the duty of law enforcement report the difficulty of preventing traffic in intoxicating liquors, since there is a variance between the Federal and State laws.

The adoption of the Eighteenth Amendment to the United States Constitution has prohibited the manufacture, sale, or transportation of intoxicating liquors within or into the United States and all territory subject to the jurisdiction thereof for beverage purposes. Federal legislation has been enacted to carry out the provisions of that amendment, and considerations of impelling force require that the laws of Massachusetts be made to conform to the laws of the United States in this respect.



## RIGHT OF WOMEN TO HOLD OFFICES UNDER THE CONSTITUTION

The Nineteenth Amendment to the Constitution of the United States is in these words:

The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any State on account of sex. . . .

Although the amendment relates to the right to vote and not to holding office it is difficult for the layman to understand why the person who is qualified to vote is not qualified to hold office under a republican form of government. At a special session of the General Court in December, 1920, an attempt was made to agree to Articles of Amendment to the Constitution of Massachusetts, making it clear that women should be eligible for any office in this Commonwealth. That action was later declared by our courts to have been futile. The General Court of last year agreed to an amendment to accomplish that purpose, and it was then, as required, referred to the next General Court. The General Court of last year indicated its purpose to do everything possible to make women eligible for office by enacting that "Women shall be eligible to election or appointment to all state offices, positions, appointments and employments, except those from which they may be excluded by the constitution of the Commonwealth. . . ." (Statutes 1921, c. 449, § 3.)

The chief law officer of the Commonwealth has given an opinion to the Secretary of the Commonwealth that this statute cannot be held to confer upon women the right to be elected as representatives to the General Court. It is to be assumed that the next General Court will again agree to a constitutional amendment making certain this right of women, and that that amendment will be submitted to the people for ratification at the earliest time possible, to wit, at the election in 1924. If ratified at that time then women could not be candidates for constitutional offices until the election of 1926. The matter is of such great importance and affects the rights of such a large proportion of our citizens

that we should not be content without a final decision, and therefore I urge the General Court to ask the Supreme Judicial Court for an opinion as to whether the spirit and meaning of the Nineteenth Amendment to the Federal Constitution has not given to women the right to hold all offices under the Constitution of Massachusetts.

### WORKMEN'S COMPENSATION

Few of our people appreciate the proportions to which the workmen's compensation insurance benefits have expanded in this Commonwealth. Under the law which took effect in 1912 the workmen of Massachusetts and the dependents of workmen dying from the effects of their injuries in the year ending June 30, 1921, have been awarded the sum of \$6,260,691. These benefits were distributed among 114,844 workmen, and the total expense to the Commonwealth for the administration of the law under which this vast sum was distributed was less than 2.3 per cent on each dollar so distributed. The general provisions of the Workmen's Compensation Act and its administration here are universally commended, and by virtue of its operation the Commonwealth and its people have greatly benefited.

There is, however, one phase of this law which may well be changed. When an employee dies as a result of an injury, those dependent upon him are paid compensation weekly over a period of four hundred to five hundred weeks to the amount of \$4,000. The maximum weekly payment under this form of benefit is \$10, the amount established in 1912. The maximum weekly benefit for disability was fixed at the same figure originally, but has been increased to a maximum of \$16 per week. Without increasing the maximum of the total benefit of \$4,000, I recommend an increase of the maximum weekly payment to those totally dependent upon one whose death is chargeable to industry under the Compensation Act. Conditions have changed, and a dependent family might receive far more benefit from payments of \$16 per week for a reduced period than from payments of \$10 per week over a longer period.

## SPECIAL ELECTIONS OF MEMBERS OF THE GENERAL COURT

Under the present system of biennial elections, when 280 members of the General Court are elected for a term of two years it seems inevitable that vacancies will occur. Of those elected in 1920 five are no longer members of the General Court. While the Legislature is in session special elections may be ordered to fill vacancies. Public policy requires that no district should remain without representation and that vacancies be filled at the earliest moment. Therefore I recommend that power be given to the presiding officers of either branch to issue during a recess of the General Court a precept for special elections to fill vacancies occurring in such branch after final adjournment.

## CONCLUSION

While our country was at war it was necessary to mobilize the civilian forces no less than the military and naval forces. There was one objective, — the winning of the war. All other considerations had to yield to that. Nothing else counted unless our rights as a free people were preserved. It seemed necessary to have great organized efforts to direct the thought of the people in particular channels. It was necessary to accomplish one great task and then turn quickly to another. Most of the men who answered the call to arms have returned to civilian pursuits. Some of those who were most successful in directing war-time civilian activities have shown a hesitation to return to their accustomed tasks. They feel the need of continuing organized efforts to direct the public thought along the lines in which they are specially interested. As representatives we must have in mind constantly the whole people whom we represent. It is not possible to bring all the people to a legislative hearing. But we must always remember the multitude who are quietly about their work no less than those who are present to advocate measures in which they sincerely believe. It is a time when individual thinking and individual responsibility are necessary. The people realize that the vast majority of their public officials are honest and de-



voted to their duties. The vast majority of our people are self-reliant and industrious, and they stand ready to give fair-minded and strong support to honest administration and to conscientious legislators. That has always been true. It is true to-day. In it lies the security of our democratic institutions. With a pride in the history of Massachusetts which its people have written honorably, let us turn with courage to the duties ahead, rejoicing in the privilege of service at a time when, if responsibilities seem heavier, there remains, nevertheless, the opportunity for greater satisfaction in worthy achievement.

## INAUGURAL ADDRESS

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Delivered in the House of Representatives January 4, 1923

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*Members of the General Court:*— Today we have assembled to inaugurate the second government in Massachusetts elected for a two-year term. It is natural to inquire what has been the effect of change from annual to biennial elections. The disadvantages are not apparent, while the new method has contributed to the stability of an economical administration of State affairs, with a large saving of the expense of annual elections.

### BIENNIAL SESSIONS

The Legislature of Massachusetts is in session longer than that of any other State in the Union. Most States have only biennial legislative sessions, and the length of those sessions is definitely limited by their Constitutions. I would not depart from the unique Massachusetts system of free right of petition, of the requirement that every petition shall be considered by committee with opportunity for public hearing, and the additional requirement that such committee must report on all matters, with the right of free debate upon them in the general body. With the present rules of procedure in the General Court, which in their protection of the rights of a minority are admirable, it has seemed impossible to shorten materially the legislative session. There are few matters presented in one year which, after fair consideration and rejection, could not, without public injury, await the deliberation of another General Court. There is already evidence that the people propose to invoke the referendum upon matters of widespread general interest, which will in any event postpone consideration of such matters for two years. Special legislative

sessions can be called whenever a grave emergency arises. In the substitution of one legislative session for two, there ought to be an additional incentive for care in drafting and enacting legislation, and with the realization that the mistakes of one year could not be remedied the next, there ought to be a growing tendency to ponder carefully over doubtful experiments. It is fair to assume that a session once in two years would diminish the tremendous grist of new statutes, which have multiplied to such an extent that many an attorney-at-law has difficulty to determine what is prescribed and what proscribed, to say nothing of the layman who is constructively held to know the law. Therefore I advocate another logical departure from our custom, and as a further contribution to the stability of our government of laws, and to assure an additional saving in expense, I recommend that provision be made for only biennial sessions of the General Court.

#### STATE FINANCES

It will become my duty within a few days to submit the annual budget, and it will then be more appropriate than now to discuss State finances in detail. It is my purpose to follow the same general financial policy of the past two years under which satisfying progress was made. On December 1, 1920, the net direct State debt was \$35,128,239. On December 1, 1922, that debt was \$23,712,611. The net direct State debt has been reduced by \$11,415,627 in the past two years, and leaves that debt considerably lower than at any time during the past ten years. The State tax was reduced last year by \$2,660,000, and although the work of all departments has been well done and a liberal program of improvements and additions to our institutions has been carried out, fortunately there is a balance of \$5,000,000 in the treasury as we start the fiscal year. Such commendable results amply justify the adoption of an executive budget and a strict pay-as-you-go policy. I ask most earnestly that you give the same co-operation in the endeavor to improve the financial condition of the Commonwealth and to make lighter the burdens of general taxation which made the last



General Court noteworthy. I ask you to remember that money spent improvidently, extravagantly or recklessly by the city or town, State or Nation, becomes a needless charge which must be borne by the people. It is a good rule to require every public official to use the same care and prudence in the handling of public funds that he employs in spending money earned by his own labor.

#### COMMISSION ON ADMINISTRATION AND FINANCE

Within the past month the new Commission on Administration and Finance has come into being. The success which its members have achieved in private affairs gives assurance of their capacity for fine public service. Such a commission can look into the work of each department and weigh its importance in the light of the entire undertaking of the Commonwealth. It can take the point of view of the executive and set a constant vigil to warn against duplication of work and to point the way for transacting the public business more efficiently and economically. In a larger way, it can study intensively fundamental questions such as the value of some of the undertakings to which the Commonwealth is committed, and whether the government is trying to do some things which of right the individual citizen should do for himself. An analysis of State expenditures reveals some startling figures. Of each dollar which the State spends, 19.63 cents go for the care of those afflicted with mental diseases; 11.65 cents go for public welfare. Without in any way abandoning the policy of maintaining the splendid institutions in which the people of Massachusetts have a feeling of pride, and which have given our Commonwealth leadership in this field of humane endeavor, it will be helpful to have a thorough examination of primary causes and to make certain that we are attacking some of our problems at the source, and that we are doing all possible in the way of prevention. I ask your sympathetic study of the recommendations of the new Commission, whose establishment I believe will prove to be a most important milestone in marking the progress of sound government in Massachusetts.

## MUNICIPAL FINANCE

In response to my recommendation at the beginning of the 1922 session of the General Court a special commission was created to study municipal finances and local taxation problems. I invite your serious study of the report of that commission. The burden of local taxation is far more onerous than the comparatively small tax levied by the Commonwealth. Excessive local taxation is a most important factor in checking community growth, discouraging industry, and depressing property values. Yet it is evident that municipalities will be required to undertake extensive public improvements to meet changed conditions and to relieve the congestion caused by the general use of motor vehicles. I recommend that the mayor of every city be given the same power of absolute veto over loans and items in loan bills that was conferred upon the mayor of Boston in 1909. I also recommend that means be provided so that, when occasion arises, there may be an impartial investigation of the finances of any city, except Boston and those of other municipalities which have permanent finance commissions. I further recommend that the right of referendum in case of loans and special expenditures be generally extended so that the citizens themselves may have the power to aid in keeping down municipal debt and taxes.

## REVENUE FOR HIGHWAYS

The solution of traffic congestion on our main highways is of vital concern. During the past year the number of motor vehicles in Massachusetts increased over 70,000,—the largest increase in any one year. There is reason to believe that there will be a similar increase this year. Already the main highways are so congested that there is little pleasure and great danger in motor driving on holidays and Sundays. It is necessary that more and more secondary roads be put into proper condition so that thousands of pleasure seekers may get off the main arteries of travel and out into the country where they may enjoy our beautiful scenery. Such development would help relieve congestion but would entail large expenditures.

The dense population residing within a short radius of Boston makes the local metropolitan traffic problem particularly vexatious. There must be a sufficiently direct and adequate approach from the south, and there must be a similar route from the north. It must be recognized that municipalities are having difficulty in meeting necessary expenditures even with the present high local taxes, and every care must be exercised not to impose needless burdens upon them. And yet there must be progress, and crying needs must be met. During my administration I have had the co-operation of the Legislature in a policy of devoting the funds received from the registration of motor vehicles to improving the highways. The present revenue from this source is not sufficient to permit a highway building program which will keep abreast with the growing needs. As an equitable method of producing the increased funds necessary, I recommend a tax upon gasoline and other fuels used in propelling motor vehicles. Such a tax has been adopted in many other States with satisfactory results. The amount of gasoline consumed bears a very direct proportion to the use and wear and tear upon the roads. It is obvious that the large car, in constant use, tears up the roads more than does the small, light car, and the amount of fuel used in each varies in proportion to use, size and weight. Thus, the tax proposed bears proportionately on each. The owner of a small car, using little gasoline, and perhaps using his car only a small portion of the year, would pay a smaller tax than the owner of a big car in constant use. Such a tax also puts a burden upon the car which is operated but not registered in Massachusetts.

The Webster Commission recommended a tax of 2 cents per gallon upon gasoline and other motor vehicle fuel brought into the State or manufactured herein, to be collected by the Tax Commissioner from the wholesale distributors, who would pass it along to the motor vehicle owners. That Commission further recommended that 75 per cent of the amount of the tax be expended by the Department of Public Works upon the maintenance and construction of State highways, the remaining 25 per cent to be distributed among the cities and towns of the Com-



monwealth in proportion to the State tax, to be expended upon the maintenance and construction of highways within their limits under specifications furnished or approved by the Department of Public Works. Recognizing the serious condition of the finances of many municipalities, I would recommend that the Commonwealth keep 50 per cent and return to the cities and towns 50 per cent of the tax so collected. The local highways thus improved or built would doubtless in many cases be parts of through routes of travel, but no such requirement need be imposed. In my judgment the motor users of the Commonwealth desire a program of road building which shall be second to none in the country, and they are willing to meet in an equitable way the cost of such a program. The additional mileage per gallon of gasoline to be obtained on good roads might in large measure offset the burden of the additional tax.

#### PUBLIC HEALTH

On the whole, the year 1921 gave the most satisfactory results hitherto experienced in life conservation in this Commonwealth. The year 1922 has continued to be equally as favorable, and although it is too early to have final and complete statistics, it is obvious that in some particulars the health record of 1921 has been still further bettered.

The outstanding feature of health accomplishment has been the focusing of attention on child health. The attitude of this Commonwealth in reference to maternal and child hygiene has been somewhat misrepresented outside of Massachusetts. Although refusing to accept the provisions of the Federal Maternity Act in order to retain the proper relationship of the Federal and State governments, Massachusetts has independently inaugurated, through the Department of Public Health, as complete and what promises to be as successful a program of infant and maternal health conservation as any of our sister States. This program, I feel, should be conservatively continued.

Particularly gratifying has been the progress of the campaign against tuberculosis. In 1922 there has been a still further recession of the fatality of this disease, reaching a

new low mark of deaths which would have seemed beyond the expectations of the most enthusiastic advocates of preventive medicine only a few years ago. The Commissioner of Public Health gives assurance, however, that the sickness and death toll from this disease can be still further reduced. Further measures of prevention and detection in childhood seem to be necessary. I bespeak for all phases of child health conservation your most careful consideration. The eradication of the disease in dairy animals is necessary for tuberculosis control in human beings. I recommend the adoption of a policy which will eliminate bovine tuberculosis from the herds of our institutional farms.

The data on the disease of cancer in Massachusetts are most startling. The necessity of a more intensive campaign of education as to the significance of and best conditions for combating this malady is urgently indicated and recommended.

#### EDUCATION

Massachusetts stands pledged to continue her leadership in education. There can be no important question affecting the public policy that is not influenced by a wide diffusion of learning among our people. A broad and liberal conception of the place and function of public education is related inseparably to the economic, social, and civic life of the State. Progressive legislation and local pride and initiative in education have given our Commonwealth an enviable place among our sister States.

The turning of our people in rapidly increasing numbers to schools and classes of all kinds is a strong assurance for the future of our democracy. For the last school year, 558,168 pupils were enrolled in the elementary public schools. In the secondary schools alone last year the total attendance was 107,636 pupils, — an increase of 15,279 during the year. The normal schools and higher institutions of all kinds had maximum enrollments.

The continued efficiency of our schools and their further improvement will be, in large measure, determined by the quality of the teaching service. Massachusetts holds high place in the degree to which her teachers are trained. More

than 80 per cent of our teachers have met the accepted standard for professional training. We should confidently look forward to the provision in the near future of properly qualified teachers for all the children in the schools of the Commonwealth.

The General Court of Massachusetts has always looked with sympathy and understanding upon any measure for the improvement of our schools. The underlying faith of the Commonwealth in education is in itself a guaranty that this attitude will continue to prevail.

### AGRICULTURE

There has been a noticeable interest in agricultural matters on the part of business men during the past year. Chambers of commerce and other organizations of business men and manufacturers have live committees studying farmers' problems and offering valuable assistance in their solution. While statistics of area of cultivated land may indicate that Massachusetts farming is declining, the fact is that a change is taking place and not a decline. The general farm is passing, and in its place the raising of specialties of higher quality and greater value per acre is taking its place. Hand labor is being replaced by modern machinery. Fewer persons on farms and less acres are capable of raising greater quantities of food than were possible under old-fashioned methods.

These changes demand greater information as to acreage of crops grown in this and other States, their condition from time to time, and the status of markets and market prices. Quick market information assists producers to receive higher prices and consumers to pay less. This State is co-operating with the other New England States and the United States Department of Agriculture in gathering this information, and has developed an efficient system of distribution by means of the daily press, market news letters, and the radiophone. Reduction in the costs of marketing will follow the more complete extension of this system of market news service.

The European corn borer is an increasing menace to the growing of farm crops in the Commonwealth. In great



areas field and sweet corn, as well as such valuable truck crops as celery, beets, beans, and squashes, were destroyed last year. This insect threatens to curtail seriously the growth of valuable food plants. I recommend the appropriation of amounts necessary to keep this pest in check and prevent it, if possible, from spreading over the entire Commonwealth.

### FUEL EMERGENCY

The shortage of anthracite coal in Massachusetts, and the consequent suffering and inconvenience, is due to causes beyond our control. The amount of that coal brought into Massachusetts between April 1 and November 1, 1922, was 2,084,000 less tons than during the corresponding period in 1921.

A prolonged industrial controversy which involves the cessation of coal-mining operation for more than five months, and which jeopardizes the health and comfort of all who live in our cold winter climate, ought never be tolerated again in this free country. Massachusetts can have no control of the production and sale of coal beyond its boundaries, but when once coal arrives here then our power begins. Fortunately, the Legislature last June made quick response to my request and revived the war-time powers of the Governor with respect to coal. Acting under such authority an Emergency Fuel Committee was created, and James J. Phelan, Esq., was appointed Emergency Fuel Administrator. Their concerted and vigorous action has done much to remedy a bad situation. Every effort has been made to insure a fair supply of coal for Massachusetts. Local fuel administrators have been constituted, who, together with the women committees, served gratuitously and with considerable expense and personal sacrifice to themselves; all reported cases of extortionate prices have been investigated; and regulations have been made which have been most helpful in insuring a general and equitable distribution throughout the State. Through conservation and the use of substitutes, aided by unusually favorable weather conditions, and by shipments above normal since October 1, our State supply of coal is such that while the shortage will

continue and cause anxiety and inconvenience and annoyance, — from which we ought to be relieved, — it ought to be sufficient to avoid actual distress. This hopeful outlook is predicated upon a continuance of normal transportation facilities and no reduction in production. Outrageous prices continue to be quoted within our State for anthracite coal f.o.b. at the Pennsylvania mines. In my judgment the Federal government should enact suitable legislation to prevent such abuse, as indeed it should prohibit *re-sales* which are usually nothing more or less than speculations. If coal were required to pass from the producer *once* to the wholesaler or jobber, then to the dealer, and then to the public (with the proviso that it may pass directly from the producer to the retailer), then the speculators would be largely eliminated. The Federal government would have our warm approval if it would compel a standard of coal, as unfortunately much of our supply contains an excessive percentage of impurities, commonly called “bone” and “slate.” Although Massachusetts and other States are impotent to take needful action in these exasperating premises, as our first problem is to get coal within our borders at any cost, and adequate regulation of the coal business must be by Federal action, nevertheless the power of the Massachusetts Emergency Fuel Administrator should be strengthened so that he may better regulate distribution within the State, and limit Massachusetts dealers to a reasonable profit on their intrastate sales. Therefore I recommend sufficient appropriations to continue the Emergency Fuel Administrator, and that fines and imprisonment be provided as penalties for the violations of any orders or regulations promulgated by the Emergency Fuel Administrator with respect to the purchase, sale, or distribution of fuel within our Commonwealth.

#### NEW ENGLAND RAILROADS

The question of the future policy of the New England States towards their railroads has been brought to the front by the provisions of the Esch-Cummins Act, which authorize the Interstate Commerce Commission to prepare

and adopt a plan for consolidating all the railroads of the country into a limited number of systems. Acting under this authority the Interstate Commerce Commission engaged Professor Ripley of Harvard University to prepare a report on railroad consolidations, and in August, 1921, the Commission published its tentative plan, with the Ripley report as an appendix.

For the New England lines the Commission suggested three alternative plans:

1. Consolidation of the northern New England railroads with the New York Central System, and of the southern New England railroads with the Baltimore & Ohio.

2. The consolidation of all the New England railroads into an "all New England" system.

3. The creation of a New England-Great Lakes system by consolidating with the "all New England" group the Lackawanna and Delaware & Hudson and certain smaller railroads.

Although the Esch-Cummins Act does not make consolidations compulsory, it raises questions of railroad policy which may become by future legislation of vital consequence to all the New England States. The Esch-Cummins Act provides that the Interstate Commerce Commission shall hold public hearings for the discussion of its tentative consolidation plan, and that notice of such hearings shall be sent to the Governor of each State.

It seemed important that the New England States be adequately prepared to present to the Commission the point of view of the welfare of the New England States. To that end I invited the co-operation of the other New England States, with the result that the Governor of each of those States has appointed a Special Railroad Committee representing leaders in industry, finance, and commerce. The committees have organized as the Joint New England Railroad Committee, and are now engaged in a thoroughgoing study of the New England railroad situation.

It is common knowledge that the condition of the New England railroads has been very serious since the termination of government control. The Federal government has

loaned them large sums of money, while their financial difficulties, combined with the effects of business depression and the labor controversies of the past year, have crippled their service. Then, too, the railroads have not yet become adjusted to the changes of far-reaching importance which have been made in transportation during the past few years by the remarkable growth of the motor truck and pleasure car automobile traffic.

There is no ground for discouragement as to the future of Massachusetts industries. Increasing competition of other sections of the country although emphasizing some of our disadvantages, such as distance from raw materials, also tends to make more evident the advantage of New England's position, with its long coastline and its easy and direct access to the world's richest and greatest market, — the population within one hundred miles of the Atlantic seaboard. However, if New England is to continue to sustain her eminent position in the industrial life of the Nation, every factor entering into the production and distribution of her manufactures must be developed to the highest point of efficiency. The New England States in the interest of New England industry should have the best-equipped and most efficiently operated railroads in the United States. In the interest of New England industry the various modes of transportation, railroads, motor trucks, and coastwise shipping should be co-ordinated to bring about the most efficient and most economical service to our industries and to the public.

It is therefore a matter of great gratification that the Joint New England Railroad Committee has construed broadly its commission from the New England Governors, and has undertaken as the foundation for its consideration of the consolidation question an intensive study of the New England railroads, their physical plant, their operating methods, their financial condition, their terminals and terminal operations, of the motor truck problem as a permanent and helpful factor in the New England transportation situation, and of the coastwise shipping lines, and the relation of both the latter factors to the railroad situation.



The Committee has engaged a technical staff made up of the ablest expert talent which can be obtained, headed by Howard G. Kelley, until recently president of the Grand Trunk Railroad. The members of the Committee themselves, headed by James J. Storrow, Esq., are giving unstintingly of their own time and making personal detailed investigation of the efficiency of management and operation of the New England transportation system. It is expected that the work will not be completed for several months. In order that the Committee may work to the best advantage, it is recommended that \$15,000 be appropriated to meet the share of Massachusetts in the expenses of the Joint New England Committee.

#### NEW ENGLAND DIFFERENTIALS

The Commonwealth has made a determined effort to stimulate the business of her ports, and for that purpose has expended large sums in dredging harbors, making rail connections, providing space for storage, and in other ways developing port facilities. It is not suggested that additional improvements are necessary at this time, although when the differential case is decided it may be necessary to prepare for the greater volume of business that will come to our ports if they are placed upon a basis of rate equality with the other Atlantic ports. While there is a general disappointment that the business of our ports has failed to keep pace with the tremendous growth of commerce in other Atlantic ports, it is gratifying to note that during the past few months there has been a substantial increase, particularly in imports. This is due, to a considerable extent, to the expansion of New England's trade with South America; a steady increase in the intercoastal traffic via the Panama Canal, and the united effort that is being made by New England business men to patronize their home ports. In this they are to be commended, and the active development of this spirit will help to restore New England's former maritime prestige, and will also benefit our railroads.

It has been impossible to compete for business with other Atlantic ports so long as there were freight rates which

discriminated against Massachusetts and New England. Frankly recognizing the difficulty of competition under such unfavorable conditions, several of the great commercial bodies of New England have joined with the Maritime Association of the Boston Chamber of Commerce in petitioning the Interstate Commerce Commission for the equalization of rates to all New England ports and New York, Philadelphia, Norfolk, and other Atlantic and Gulf ports. There can be no answer to the justice of New England's demand for fair treatment. The case before the Interstate Commerce Commission is being prosecuted ably and vigorously. The public has a vital interest in securing a favorable decision. I have therefore directed that the Commonwealth be joined as a party to the suit. With the approval of the Executive Council, \$2,500 has been appropriated from the Governor's Contingent Fund. It is recommended that further sums be appropriated by the Legislature as the case proceeds, in order that everything possible be done to remove the handicap of the unfair differential rates under which Massachusetts and New England ports have suffered.

#### PENAL SYSTEM

For the past two years I have urged with all the force at my command the establishment of a more modern method of penology, and have urged particularly that the jails and houses of correction, now maintained by fourteen separate counties with varying standards, be consolidated under the direct control of the Commonwealth. In spite of the tremendously organized opposition to the proposal, I am still convinced that Massachusetts would profit immeasurably by such a change. It did not seem that any of the arguments advanced against unified control were sufficient to defeat the plan, with one exception. I was impressed with the charge that the Commonwealth had not done all that was reasonably necessary to afford proper opportunities and care for those prisoners now committed directly to its charge. I was impressed by the criticisms made of the present State Prison, so much so that I asked Hon. W. Cameron Forbes to make an investigation of the institution. Because of his

attainments in so many fields, and because of his work as Governor of the Philippines in remolding the prison system of those islands, I believed his judgment would carry great weight. He undertook the voluntary commission, and after several months of study has advised me that the Charles-town prison should be abandoned at the earliest opportunity. The Commissioner of Correction has repeatedly made the same recommendation, as indeed have various previous heads of the department. It is felt that the principal evils of the prison cannot be corrected under the existing physical conditions. The cells are not well ventilated or well lighted. Modern sanitary arrangements are lacking. There is no opportunity for congregate feeding, and the prisoners are obliged to eat in the cells where they sleep. There are not suitable facilities for recreation or for any pleasing prospect, such as gardens or growing things. There are important economic considerations as well. It is unduly expensive to maintain the present State Prison. The land on which it is located is valued at \$700,000. It is not possible to unload directly from the railroad, and there are no large coal pockets. The shops are not electrically lighted, there are no suitable facilities for storage, which causes much unnecessary labor in carrying raw materials and finished products about the prison, and the antiquated condition of the whole structure requires frequent and extensive repairs. There is no occasion for serious alarm over the conditions, because at present there are opportunities for schooling, all the inmates are given a chance to work (nearly half of them being allowed to select the kind of work), all the inmates are allowed to attend religious services, and there is sufficient wholesome food served. The health statistics of the prison are good. The proportion of sick is small. The average daily number in the hospital for the year 1921 was  $5\frac{1}{2}$ , or less than 1 per cent of the total prison population. Nevertheless, the time seems to have arrived when the Charles-town site should be abandoned. In the past several investigating committees have recommended a new prison, but the locations suggested for such a prison are nearly as numerous as the investigations.

It has been frequently suggested that the buildings at the Concord Reformatory — originally built for a State prison — be re-occupied, and that a new building or group of buildings for reformatory purposes be erected on other sites. It has been variously suggested that a new prison be located on land at the State Farm in Bridgewater, or that Deer Island be purchased from the city of Boston, or that a new location in the country be selected. I recommend that the Governor be authorized to appoint an unpaid commission of five, who shall, after study, report to the next session upon the location of a new prison, upon plans for its construction, or upon plans for a new reformatory, and also that such commission shall also report upon the need of any change or reform in our system of prison administration.

In order that as much advance as possible may be made in the treatment of the inmates of county institutions, I recommend that the Commissioner of Correction be empowered to cause a thorough physical, medical, and psychiatric examination of all serving sentences in the jails and houses of correction, and that the Commissioner of Correction be given adequate power to transfer any sentenced prisoners to such other county house of correction as may be best fitted for the education and reform of such prisoner and the protection of society.

#### TERM OF STATE TREASURER

The Constitution of Massachusetts provides that no person shall serve as Treasurer and Receiver-General of the Commonwealth for more than five consecutive years. When biennial elections were adopted, unfortunately no change in the tenure of the office of Treasurer was made. I recommend that action be taken to amend the Constitution so that no person shall serve as Treasurer and Receiver-General more than six consecutive years.

#### INSPECTION OF DAMS

All dams built within the Commonwealth, of such importance that their failure would cause damage to prop-



erty, are placed by the General Laws under the general supervision of the commissioners of the county within which the dams are erected. The possibility of serious injury to life and property was brought forcibly to mind in the breaking of the dams at Willimansett on July 17, 1922. The failure of one dam may not indicate that others are in a dangerous condition. It does, however, suggest the need of the utmost precaution. I therefore recommend that the law requiring periodical inspection of dams by county commissioners be carried further, and that county commissioners be required to file with the Commissioner of Public Works a certificate which shall specify the date of examination of all dams, and a finding that such dams are in a condition which does not endanger human life.

#### SAFETY EDUCATION

In my first inaugural address attention was called to the large number of fatalities and accidents to children caused by motor vehicles, and it was recommended that every elementary school be asked to set aside a few minutes each week for the purpose of impressing upon children the danger in the use of our streets and highways, and the absolute need of caution in such use. It was recommended that the Commissioner of Education be given authority and facilities for assembling facts and methods of presentation to be available for the use of school teachers. Again I renew those recommendations. In 1921 there were 193 children killed and 3,433 injured in motor vehicle accidents on our highways, and in the past year 209 have been killed and 4,614 injured. As the result of concerted action on the part of the police, the operators, the public, and the Registrar of Motor Vehicles, there has been a reduction in the number of adult fatalities, but it has not been possible to retard the number of child fatalities. We must have the deepest concern for the sorrow of parents who suffer from these sad occurrences. We must be concerned with the economic loss to the community incident to the death and injury of so large a number of children in whom loving parents have

invested years of care and savings. Increased vigor on the part of law-enforcing officers and a widespread educational campaign seem to afford the only remedy.

### CHILD LABOR

Although Massachusetts is one of the great industrial States of the Union, it has for years restricted the employment of children. Massachusetts would not turn backward. The wisdom of such humane legislation has been abundantly justified. Her citizens should not be compelled, however, to submit the products of their factories in competition with those made in States where child labor is permitted. I recommend that the National Congress be memorialized in favor of an amendment to the Federal Constitution which would permit legislation making it forever impossible to employ children in the industries of the United States.

### PREVENTION OF UNEMPLOYMENT

In my inaugural address for 1921 I advocated that a program of future developments — especially so far as the construction of new buildings, new highways, improvements of harbors, and public works in general — be determined in advance, and tentative plans made so that in periods of depression such work may be undertaken.

Two objects would be accomplished by the adoption of this recommendation: first, the tremendous help toward eliminating unemployment, and second, the securing of improvements at an undoubtedly lower cost than could be obtained at times when business is exceptionally good.

This recommendation has since been adopted in many places. Again I urge the adoption of this policy here so that the Commonwealth may have ready at hand its necessary construction program for a period of at least five years and be ready to start immediate work in periods of private business depression.

## SHORT BALLOT

As a member of the Legislature of 1911, I voted for the present direct primary law. I believed in the principle of direct nominations then — I do today. There is, however, much criticism against the way in which the State-wide direct primary has operated in Massachusetts. The objection which seems to carry most weight arises from the fact that usually there are so many offices to be filled in a State-wide primary, and so many candidates seek nomination for those offices, that even the careful voter finds it extremely difficult to learn the relative merits of the various candidates. Naturally, perhaps, the chief interest centers upon the candidates for Governor and for Lieutenant-Governor, and public discussion is confined largely to the candidates for those two offices except in the years when a candidate for United States Senator is to be nominated. The chief objection to the present system would, in my judgment, be removed by the adoption of the short ballot. Then, in a larger way the people have come to look to the Governor as the head of the State administration, and there is a growing tendency to hold him responsible for the conduct of all the departments of administration. If the Governor is in any sense to be held responsible for the conduct of the affairs of the departments of the State officials, then he ought to have some choice in the selection of those officials. He ought to be allowed to call into those positions men who will work in harmony with him and who will have a regard for the policies which bear his approval. To the end that the direct primary system may operate to better advantage, and that the efficiency of the State administration may be promoted, again I urge that the Constitution be amended so that the Governor be given the power to appoint for the same term as his own the State officers, — the Secretary of the Commonwealth, the Treasurer and Receiver-General, the Auditor, and the Attorney General.

## MEMORIAL TO SOLDIERS AND SAILORS

The people of Massachusetts are profoundly grateful to the thousands of young men who served in the World War. Their valor, their devotion, and their patriotic response to a great call illuminate the brightest pages of all our history. It has been the general assumption that the Commonwealth, as an expression of gratitude for their services and their sacrifices, would erect some suitable memorial which should stand as an inspiration and a challenge to the coming generations. Various suggestions as to a memorial have been made, but no definite action has been taken, aside from the monument to be erected in France. In justice the desire of the veterans themselves should receive the most important consideration in the development of any plan of memorial. That desire may not have taken concrete form as yet, but there has been a widely expressed opinion that our most priceless records should be associated with the State House itself. I suggest careful consideration of the following plan: that the Commonwealth take the land to the west of the present State House, bounded by Beacon, Joy and Mount Vernon streets, and on that land erect a memorial building which may provide a beautiful assembly hall, where might be gathered relics from all the wars in which sons of Massachusetts have fought, provide sufficient rooms for the veteran organizations of all the wars, and which may also house the Supreme Judicial Court, and afford dignified and adequate accommodations for the State Library. The new building could be connected with the State House by a tunnel, or by a passageway above ground. It does not seem necessary to argue that the Commonwealth ought to provide a home for its Supreme Court. The present cramped quarters of the State Library do not permit the largest service possible. Its more than 400,000 volumes of books comprise one of the finest collections in the country. Its present quarters are so crowded that it is almost impossible to find a vacant chair in the afternoon. It is used by State officials, law students, lawyers, citizens in general, and by many who come here from other States, finding in



this library books relating to subjects which cannot be obtained elsewhere. To give efficient service and to make these books accessible more room is required.

In pursuance of a wise policy the offices of all departments are, so far as possible, within the State House, but at present there is not sufficient room for all. There is need of the space now occupied by the State Library if released. The 1922 tax assessments on the property to the west of the State House, previously referred to, totaled \$555,100. It is increasing in value. Office buildings are imminent. To protect the present fine State House structure it will be necessary some time to extend the State House lot to Joy Street. It is hoped that the special \$3 poll tax which was levied to pay for the \$100 gratuity to all Massachusetts soldiers and sailors will, upon its collection this year, provide sufficient funds to discharge the obligation incurred on that account. Our citizens would willingly pay such a tax for an additional year if its proceeds were to be devoted to a suitable tribute to Massachusetts service men. On such a basis the memorial building could be built and paid for without increasing the State bonded indebtedness.

It is my earnest desire to have the Commonwealth construct a worthy memorial in some form. Objections which have not occurred to me may be presented to the plan now suggested. A plan of widening a corridor of the State House and setting it aside for tablets will be presented to you and deserves earnest study. If, however, the plan which I have suggested does not meet with your approval, then it will still be necessary to provide immediately new quarters for the State Library and for the Supreme Judicial Court. In that event I recommend that the General Banks statue be moved to the foreground of the State House, and that a sufficient addition to the State House be constructed on the northeast portion of the present State House lot to provide suitable quarters for a new State Library and for the Supreme Judicial Court.

## RECORDS OF MASSACHUSETTS UNITS IN THE WORLD WAR

Five years have elapsed since the entrance of our nation in the Great War, and more than three since its termination. It is now proper to consider the advisability of having prepared, in authentic and proper form, the records of those units of the army and navy which went out from this Commonwealth. The perpetuation of such records would be an inspiration to those now living and those who may come hereafter to sustain that patriotism which Massachusetts has ever fostered. I commend to your consideration the desirability of causing such records to be made.

## FUND TO RELIEVE NEEDY IN OLD AGE

There are two periods in the life of a human being when there is an instinctive desire to give aid to those in need, — childhood and old age. The Commonwealth has extended its hand to help children in distress. The rapidity of vibration of our present social system makes it possible for some to know untold comfort and luxury. It has thrown many worthy people into the discard as useless in the economic struggle. It should be the ambition of all able-bodied men and women to acquire a competency for old age, and yet we have to recognize the fact that many, without great fault on their part, fail to do so. We are doing away with our poorhouses. We glory that that is possible. We have given aid to the needy in their own homes. We have extended help to widows with dependent children. I would that I could recommend the immediate adoption of a general system of old-age pensions. I cannot do so, for I remember that Massachusetts is but one of forty-eight States, and the burden of taxation to sustain such a system would crush our people as they tried to compete for existence with those of other States. Nevertheless I believe that the sentiment for old-age pensions is increasing in strength, and that some of my successors in the not distant future will be directly confronted with that problem. If there is any reasonable way to anticipate such a problem and solve it in advance, then it becomes our duty to do so. I suggest

that the Governor be given authority to appoint an unpaid commission of five to hold office for ten years; that the commission be given an appropriation of \$100,000 to start a fund for old-age pensions, the fund not to be available for pensions until ten years from the date of the appointment of the commission; that the public be asked to subscribe to this fund, and a general interest be stimulated in it; that the commission be empowered to investigate the general subject, and to make recommendations to the Legislature from time to time. Our pride as citizens has been stirred frequently by enormous gifts for public purposes, such as parks, playgrounds, boulevards and the beautifying of cities. If men are willing to leave vast sums of money for such worthy purposes, there must be those who would welcome the opportunity for leaving funds, assured of their proper administration, to be devoted to making more comfortable and happy those in old age who have tried with honest purpose and have failed.

### CONCLUSION

In a time of confusion, when so much of the world is groping in the dark seeking the avenue for return to restored happiness and tranquility, a great responsibility has been placed in our hands. Ours is the power to legislate for nearly 4,000,000 people. Legislation is the instrument of civilization to better the conditions of mankind; to restrain the greedy and the vicious; to give equal opportunity for all to enjoy life, liberty, property, and the right to work and receive just reward; to protect the poor and unfortunate; and to encourage men of talent and genius to minister for the welfare of humanity. Bloody revolutions have often failed to bring as great benefits as some mighty legislative enactment. In our honest purpose to exercise the power which is ours, let us remember that the laws of nature, the economic laws, and human instincts cannot be changed by the writing of statutes. Legislation cannot turn dross to gold. It cannot make the evil good. There can be no substitute for honest toil, for thrift and industry, or for character and integrity. The individual must acquire these

virtues for himself. In our endeavor to strengthen the weak we must not break the spirit of the rugged. Let us not, therefore, attempt the impossible by legislation. Let us gratefully remember that the great mass of our citizens are sturdy, strong, God-fearing, home-loving, industrious and courageous men and women. Those who believe any present difficulties to be insurmountable do not know the character of our people, nor are they worthy inheritors of the traditions of the preceding generations, who resolutely and without flinching met and solved the problems of their day.

With the desire to preserve, not to destroy, with the purpose to build up, not to tear down, with the endeavor to bring understanding out of distrust and fear, let us, in devoted service, show that responsibility has been entrusted to worthy sons and daughters of old Massachusetts.



## ANNUAL ADDRESS

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Delivered in the House of Representatives January 3, 1924

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MEMBERS OF THE GENERAL COURT: — In preparation of this address I have carefully reviewed the work of the last session of the General Court, conferred with the heads of departments, and have given earnest consideration to the urgent needs of the people of the Commonwealth. Some measures, which I personally believed would improve our condition, failed of passage at the last session. In renewing a request that the recommendations made last year be adopted, I invite your sympathetic study of other suggestions designed to contribute to the general welfare.

## BIENNIAL SESSIONS

It is my firm conviction that there are no evils crying out for legislative solution which could not have awaited another year, in view of the tremendous expenditure of effort and money which are involved in a session of the General Court. May I therefore repeat what was said on January 4, 1923:

The Legislature of Massachusetts is in session longer than that of any other State in the Union. Most States have only biennial legislative sessions, and the length of those sessions is definitely limited by their Constitutions. I would not depart from the unique Massachusetts system of free right of petition, of the requirement that every petition shall be considered by committee with opportunity for public hearing, and the additional requirement that such committee must report on all matters, with the right of free debate upon them in the general body. With the present rules of procedure in the General Court, which in their protection of the rights of a minority are admirable, it has seemed impossible to shorten materially the legislative session. There are few matters presented in one year which, after fair consideration and rejection, could not, without public injury, await the deliberation of another

General Court. There is already evidence that the people propose to invoke the referendum upon measures of widespread general interest, which will in any event postpone final ratification of such measures. Special legislative sessions can be called whenever a grave emergency arises. In the substitution of one legislative session for two, there ought to be an additional incentive for care in drafting and enacting legislation, and with the realization that the mistakes of one year could not be remedied the next, there ought to be a growing tendency to ponder carefully over doubtful experiments. It is fair to assume that a session once in two years would diminish the tremendous grist of new statutes, which have multiplied to such an extent that many an attorney-at-law has difficulty to determine what is prescribed and what proscribed, to say nothing of the layman who is constructively held to know the law. Therefore I advocate another logical departure from our custom, and as a further contribution to the stability of our government of laws, and to assure an additional saving in expense, I recommend that provision be made for biennial sessions of the General Court.

Such a change would require an amendment to the Constitution, which in turn must be ratified by the people at the polls. I submit that it is in the interest of good government to give the people the opportunity of expressing their will upon this question.

#### STATE FINANCES

At the time of my first inauguration as Governor in 1921, the net direct State debt was \$35,128,000. Today the net direct State debt is \$20,792,000, which shows a reduction of \$14,336,000 in three years. In the same period the State tax has been reduced from \$14,000,000 to \$12,000,000. There is satisfaction in having had a part in this substantial lessening of the burdens laid upon our people. The annual budget, soon to be presented, will make provision for further reduction of the State debt, and it is my earnest hope that you will agree upon the fundamental desirability of such a policy. We are not only establishing the State credit upon a sound basis so that some great and unexpected emergency might be met, but also we are making enormous savings in annual interest charges.

Creditable though this record may be, we, who have been entrusted with the responsibility for the conduct of the public business, ought never to be satisfied with any achieve-

ment short of the highest attainable. From 1910 to 1923 the population of Massachusetts increased approximately 18 per cent; but in the same period, 1910 to 1923, the expense of doing the Commonwealth's business increased 170 per cent. While part of this increase was due to higher cost of labor and material, a considerable portion was due to new State activities and undertakings as well as expansion of established departments. Should State expenses continue to increase at the same average rate as during the last thirteen years they would reach \$100,000,000 a year by 1933. It is not always pleasant to hold the purse strings for one's family and be compelled to deny the requests of those who are near and dear to us. But we have to keep in mind the present and future needs of the whole family and plan for their permanent well-being. In State service we are apt to develop particular interest in the work of one department. We form friendships with the heads of some departments, or with some group of employees. Some of us are unconsciously made their advocates. We are inclined to grant, without questioning, their requests for increased compensation or for extended opportunities of service. Disagreeable though the task may frequently be, we must always bear in mind not alone the present but the future well-being of the whole State family, which includes all the people of Massachusetts. The requests of each department, and each official, and every group of employees must be weighed in consideration of the entire undertaking of the State and the greatest good for the people of the Commonwealth as a whole. While Massachusetts should keep abreast with modern progress and continue a high standard of institutional care, expenses should be rigidly regulated and controlled until the State tax is substantially reduced.

#### METROPOLITAN DISTRICT FINANCES

The Commonwealth is not directly liable for the Metropolitan District debts, yet there is an indirect liability, and there is direct responsibility for fixing a sound financial policy. The Metropolitan District Debt has been reduced \$5,000,000 in the past three years. While this represents

desirable progress, I feel strongly that a larger proportion of outlays for Metropolitan improvements should be paid as they are made. The burden which the people of the District are carrying may not be excessive in view of the great advantages which they have enjoyed, but there will be a fairly steady demand for new boulevards and extensions of service, the payment of which should not be postponed. If it becomes necessary to enlarge the Metropolitan Water supply materially, a tremendous expenditure will be required, and the financial condition of the District must be sufficiently strong to meet such a contingency.

### MUNICIPAL LOANS AND BUDGETS

The principle of pay-as-you-go has too long been disregarded in municipal affairs. The debt of our municipalities has increased from \$188,000,000 on January 1, 1920, to approximately \$214,000,000 on January 1, 1923 — the latest date for which complete figures are available — the increase amounting to \$26,000,000. For a number of years there has been a debt limit for municipalities. Special permission has been sought to exceed this limit and in many cases granted with a degree of liberality that might well be questioned. Due to these special exemptions 26 of our 39 cities have today outstanding indebtedness in excess of the limit fixed by general law. A too general feeling has prevailed that because a municipality has asked for a special borrowing statute, it must need it, without asking, before granting the request, a larger expression of approval from the people themselves. It is found, however, that in many of our smaller towns the total amount which may be borrowed is less than the amount required to construct a single schoolhouse. The building program of our municipalities was almost entirely stopped during the war and the continued high costs have caused a postponement of needed construction. In view of the extraordinary existing conditions I invite your earnest consideration of whether there should be a changed debt limit. In any event I firmly believe that frequent exemptions from General Laws are wrong in principle.



We in Massachusetts demand a great deal of service at public expense. Luxuries of yesterday seem to be necessities today, but there is no justification in placing on posterity a debt burden which we ought to bear ourselves. Annually recurring costs of every nature should be a part of the annual budget and raised by taxation. No debt should be incurred for that kind of improvement for which there is a steady demand. If during the present session, in passing on requests for special privileges to borrow outside the present debt limit, a policy be followed of requiring that a portion of the proposed improvement be financed directly from revenue, a service of real benefit will be rendered to our municipalities.

Inasmuch as our municipalities are spending about \$180,000,000 a year purely for their local needs, it is clearly seen that the greatest tax burden in Massachusetts is local. Last year I recommended that the right of referendum in case of loans and special expenditures be generally extended so that the citizens themselves might have the power to aid in keeping down municipal debt and taxes. Citizens cannot vote intelligently unless they have some means of knowing what their municipal income is and what they have to spend. Many communities have already adopted the budget system and certain communities have finance committees. But finance committees do not always establish budgets, and many communities are absolutely in the dark as to how their money is being expended and whether they are living extravagantly or not. After the refreshing experience of the Commonwealth under the budget system, I recommend that all cities and towns be obliged to have a budget so that the people may know the purposes for which their money is being spent.

## EDUCATION

It is encouraging to note the continued deep and widespread interest in the fundamental enterprise of education. This interest is especially made apparent by generous appropriations for the public schools, by the rapidly increasing enrollment of pupils, and by the vigorous advance-

ment of school building programs. The professional standing of the teaching force of the Commonwealth is high. It has been, and it must continue to be, a part of wise public policy to insure the highest possible standards of teaching for all children. Whatever else be added, it is clear that the excellence of a school, or a school system, is determined chiefly by the quality of its teaching force.

The year 1839 marked the establishment in Massachusetts of the first institution to be maintained at public expense for the training of teachers. The record of educational legislation in this Commonwealth gives testimony to the care our people have given to the development of teaching as a profession and to their solicitude for the welfare of teachers. There has been a constant increase, therefore, in the proportion of trained teachers. In 1923, out of a total of 21,900 public school teachers, 16,669 were graduates of normal schools and colleges; 3,744 others had received at least one year of education beyond high school.

An analysis of the distribution of untrained teachers among the schools reveals a condition that may well command attention. In cities and towns of over 5,000 population, the per cent of untrained teachers is 4.8. In towns under 5,000 population, the per cent of untrained teachers is 20.3.

Not only does it appear that the small towns suffer the disadvantage of having more than their share of untrained teachers, but they are suffering another, and perhaps more serious, handicap in a frequent change of teachers. The annual per cent of change in the cities and larger towns is approximately 13 per cent, while in the smaller towns it is approximately 48 per cent. This extreme frequency of change must be regarded as a serious disadvantage to children attending school in the small towns and villages.

After many years of progress, it appears that the Commonwealth is in sight of the goal of having a trained teacher in every school, rural as well as city. I urge your study for a solution of the problem facing those communities that need for their children the advantages of greater permanence in a teaching force.

## AGRICULTURE

The foundation of our State as well as our national prosperity depends upon the farmer. It is a proper function of the State to assist the business of farming in every possible way. It is also a good investment. A prosperous agriculture means not only cheaper and more abundant food, but also a greater buying power in the country to purchase our manufactured products.

The past year has witnessed a further improvement in the lot of Massachusetts farmers. Their co-operative efforts in buying and selling farm commodities which had slow beginnings have now reached larger proportions. Co-operative packing houses, milk plants, and the like, are not infrequently found in the Commonwealth. At the last session of the General Court legislation was adopted to encourage the organization of such undertakings. The development of these co-operative enterprises has encouraged farmers to adopt standard grades and packages for their products. This practice has invariably been rewarded by increased returns and widened distribution. Massachusetts apples, for example, graded and packed according to our apple grading law, now find ready sales throughout eastern and central consuming centers as well as in English markets. Standard graded products reduce costs as they pass through the channels of trade. Expensive transportation charges on undesirable goods that have to be sorted and resorted by expensive labor in costly rented city business buildings are decreased. Potatoes, apples, and vegetables classified by grades, can be placed immediately where they are most desired.

In order to extend still further the opportunity to reap the advantages of doing business on standard grades in standard packages, I recommend that the Department of Agriculture be given the necessary facilities to expedite its investigations of what further grades and packages will be best in commercial use.

The cost of food in Massachusetts is such an important factor in its industrial prosperity that the whole question

is worthy of special study. I recommend, therefore, that the Governor be authorized to appoint a special unpaid commission which shall study the nature of the present food supply, the sources from which it is derived, the method and cost of transportation and distribution, the factors affecting wholesale and retail prices and the amount of spread between them, the percentages of the food supply of the Commonwealth which are produced in Massachusetts and New England, the possibilities and proper methods of increasing these percentages, and any related matters. The commission should report to the next General Court with recommendations for legislation, if any.

#### DEFECTIVE DELINQUENTS

The new Division for Defective Delinquents established at the Bridgewater State Farm has now been in operation for more than a year, and is successfully caring for more than 106 males over seventeen years of age who have been committed as defective delinquents because they are of inferior mentality and have a criminal record, or have such vicious and lawless habits as to make them unsuitable for care in the schools for the feeble-minded. The majority have been committed directly from the community by the courts. They are of the reckless, habitual criminal class, and although irresponsible can only be controlled under the safeguards and firm discipline of a close institution. Thirty-seven with a history of violence, incorrigibility and repeated escapes were committed directly from the schools for the feeble-minded. Their influence upon the highly suggestible feeble-minded patients was demoralizing. Their removal from the schools immediately ended the turbulence and defiance for which they were responsible.

The schools for the feeble-minded have not been relieved of a small but very troublesome group of defective delinquent boys under the age of seventeen, who are technically feeble-minded but who are shrewd enough to plan and carry out repeated acts of violence to persons, destruction of property and continual defiance and incorrigibility. These boys have a bad influence on the other patients and



are entirely unsuitable for the schools for the feeble-minded. There is also a great need of provision for the male defective delinquents under the age of seventeen who frequently are brought before the juvenile courts for similar offenses.

The female defective delinquents have not yet been provided for in any way as intended by the law of 1911. They are entirely out of place in the schools for feeble-minded with ordinary placid defective. They are often violent and destructive and need a kind of housing and firm discipline which cannot be given in a school for the feeble-minded. Some are criminals and prostitutes, differing in no way from those committed to penal institutions. Many women of this type are seen in the courts; they are not fit for the community; they do not belong in prison and they do not belong in the feeble-minded schools. They are promiscuous sexually and their many children usually are public charges from birth. Long-continued custody in a special department or institution for defective delinquents should be provided for this class.

I urge that institutional provisions be made for the care of the female defective delinquents, and the male defective delinquents under the age of seventeen.

#### THE NORFOLK STATE HOSPITAL

The Norfolk State Hospital, now under lease to the United States Veterans Bureau, will be returned to the Commonwealth June 30, 1924. The Department of Mental Diseases cannot use the Norfolk State Hospital to meet any need of the classes under its control. In order that this institutional plant may not remain idle, I recommend that authority be given the Governor, with the approval of the Council, by sale or transfer, to make such disposition or use of this property as may be determined desirable.

#### CHILD TUBERCULOSIS PROGRAM

In the last annual message attention was called to the extremely gratifying progress of the past few years in controlling tuberculosis. I strongly recommend that sufficient resources be made available to the Department of Health

so that it may inaugurate a ten-year program designed to reach all children of the earlier school grades in the Commonwealth, and determine those who are in need of special hygienic supervision and those who already show such a degree of tuberculosis involvement that they need special institutional care. With such data at hand it will be relatively easy to enlist the co-operation of the communities and local governments in providing suitable care for every child who needs it. The vast majority of cases of tuberculosis infection, which later come to be recognized as serious cases of consumption in adults, occurs relatively early in childhood. During the childhood period the disease is of quite a different type than found in the adult, requiring special training for its recognition, and once recognized in the childhood form of tuberculosis, it is amenable to hygienic and medical care to a far greater degree than is the adult type of the disease. Furthermore, but a relatively small proportion of children need the sanatorium or hospital residence so essential in cases of adult tuberculosis. This program may be safely inaugurated regardless of what final policy be adopted for the financing and control of tuberculosis institutions. Such a program promises to go far in solving the tuberculosis problem right at the beginning, and makes it possible to restore children to normal health by relatively simple supervisory measures which can be carried out with the co-operation of the family physician, the school nurse and physician, and the parents, without taking the child from the home. Its adoption is urged as a matter of public health and as a matter of sound public economy.

#### REVENUE FOR HIGHWAYS

In 1922 there was a total registration of 461,513 automobiles, commercial vehicles and motor cycles. The record for 1923 shows an increase of more than 100,000 registrations. There is no way of accurately estimating the large increase in visiting motor vehicles. Although the resulting increase in receipts from fees for licenses and registrations has enabled the Division of Public Works to make a substantial increase in its highway program for 1923 as com-

pared with 1922, nevertheless it has not kept pace with the growing use of the highways.

The rapid growth of commercial vehicles deserves serious consideration, as this traffic calls for the construction of the heaviest and most expensive type of roads and bridges. Experience with the old water-bound macadam roads of the State last spring demonstrated their inability to carry truck traffic while the frost was coming out, and made it necessary to impose drastic limitations on the weight of loads to prevent the complete destruction of many miles of these roads. There are at present over 600 miles of such roads that should be rebuilt to save excessive maintenance costs and meet the requirements of our growing traffic. A substantial increase of funds is necessary to do this within a reasonable period of time and maintain an adequate policy of new construction.

The Legislature at its last session undertook to meet this situation by the passage of an act imposing a tax of 2 cents per gallon upon gasoline sold in the State for the use of motor vehicles, 50 per cent to be expended upon highways by the State, and 50 per cent by the cities and towns in proportion to their payment of the State tax. But by invoking the referendum the acceptance of this act will be brought before the voters at the next annual election, and the receipt of any revenue from this source is precluded before the year 1925.

The necessities of the situation are too pressing to admit of such delay, and therefore I suggest as a partial measure of relief that the Division of Highways be given the authority now possessed by the Registrar of Motor Vehicles, under section 2 of chapter 90 of the General Laws, to determine the horse power and carrying capacity of motor vehicles, as these are the basis of the present fees and should be fixed by the Commissioners who are intimately acquainted with the relation of these factors to the use of the highways by motor vehicles. It is generally admitted by motor vehicle authorities that if our present method of determining horse power and carrying capacity were revised to meet changes in construction, it would produce a substantial increase in revenue.

## FIRE PREVENTION

The fire losses in the Commonwealth continue to increase. Attention is invited to these comparative figures:

	1918.	1922.	Per Cent Increase.
Number of fires . . . . .	6,814	8,119	19
Fire loss . . . . .	\$11,988,685	\$14,745,779	23
Population of Massachusetts . . . . .	3,693,310	3,852,356	4
Tax value of property in Massachusetts . . . . .	\$5,436,204,684	\$6,269,445,943	15

It is thus seen that the number of fires and the amount of fire loss are increasing more rapidly than the State population or the taxable property in the State. During 1922, for every 119 families of four persons each there was one fire. For every \$14,000 invested in new buildings there was a \$1,000 loss by fire. The fire loss in 1922 would be equivalent to wiping out all the taxable property including lands and buildings of the towns of Wellfleet, Warren and Stoneham, or wiping out all the taxable property of the city of Newburyport. The reports to the Department of Public Safety show that 95 per cent of all fires could have been avoided, most of them being due to carelessness. In addition to property loss there is an annual record of injury to persons and loss of life through fires.

It must be possible to check the annual destruction of wealth created by the labor of our people. I recommend that the Governor be given authority to appoint an unpaid commission to study the question of fire losses, and if possible to recommend measures which may reduce this annual waste, and which may as a consequence bring a reduction in fire insurance rates.

I also recommend an immediate change of policy which will permit the local organization of reciprocal insurance associations, under proper safeguards, and to admit for the transaction of business within this Commonwealth such reciprocal insurance associations from other States as can comply with proper Massachusetts standards. I make this



recommendation because of the successful experience of other States with this form of insurance carrier, and because of the incentive under this method to eliminate needless loss and to reduce the cost of insurance to the minimum.

### FOREST FIRES

During the year 1923 there were 2,419 forest fires that burned over 49,390 acres, destroyed 46 buildings, and caused a total damage of \$154,612. I call your attention to the need of protecting further one of our greatest natural resources from annual fire loss.

### RELIEF FOR WIDOWS OF WORLD WAR VETERANS

At present, under chapter 115 of the General Laws, the widow of a World War soldier is not eligible to receive State aid unless she can prove that her husband died of disease contracted in the service, which is frequently difficult to do. This requirement does not now apply in the cases of widows of Civil and Spanish War veterans. Removal of such a condition of eligibility to receive State aid would relieve in some degree the financial burden that has to be met by cities and towns in the payment of Soldiers' Relief for the care of widows and minor children of World War veterans, and in fairness to the veterans of the World War, remedial legislation should be enacted.

### CONVENTION OF THE GRAND ARMY OF THE REPUBLIC

The Grand Army of the Republic will hold its 59th annual encampment at Boston next August. At the time of the last such encampment here the State appropriated \$25,000 to help defray its expenses. It is unlikely that the survivors of the Civil War residing in all parts of the country will be able to visit us again, and I am sure it is in the hearts of all our people to do everything possible to make them welcome and to contribute to their comfort and entertainment. I therefore recommend an appropriation of \$25,000 to be used for such purpose.

## ONE HUNDRED AND FIFTIETH ANNIVERSARY OF THE REVOLUTION

Our country is approaching the one hundred and fiftieth anniversary of the American Revolution, and action has already been taken by some states and communities to commemorate the birth of our great Republic. Massachusetts will undoubtedly celebrate the very important events that took place within her borders. That it may be done most effectively I suggest the creation of a commission which may report a comprehensive plan, giving full scope to local initiative and energy, supplying guidance and co-ordination of effort, and including State participation in the commemoration of the most important events.

### PORTRAITS AND RELICS

The Commonwealth is fortunate in the possession of many fine portraits and priceless relics. Some of these are in the Executive Chamber, some in the Senate reading and reception rooms, while others are in different places about the building. From time to time it has become necessary to clean or treat the portraits and to rearrange the relics. It is doubtful if any one has authority to act in such cases, although they have been usually referred to the Governor for decision. It is clear that the responsibility for proper care of these valuable portraits and memorials be definitely fixed. I therefore recommend legislation giving their custody to a commission composed of the Lieutenant-Governor, the Chairman of the Art Commission and a member of the Executive Council, or some other group of officials.

### COMPENSATION FOR DISTRICT COURT JUDGES PRESIDING IN JURY SESSIONS

Chapter 469 of the Acts of 1923, entitled "An Act to provide for the more prompt disposition of criminal cases in the Superior Court," has been in effective operation for several months with satisfactory results. No provision, however, is made for the salaries of the judges called under the act other than their compensation as district judges

sitting in their own courts. This is manifestly a situation that will not only affect the judges called, but the efficiency of the legislation itself unless adequate compensation be at once provided.

### SPECIAL INVESTIGATIONS

The reports of several important commissions will soon be presented. Notable among them are the reports of the Commission to recommend a new site for a State prison, the Commission on Higher Education, the Commission on Jury Service, and the Commission on Criminal Law. Some of our ablest citizens have joined with your own membership in studying the subjects referred to them, and I urge the most serious consideration of the results of their deliberations. These reports have not been available for use in preparing this message, and I shall reserve discussion of the subjects involved for special messages, if advisable. The Committee on Water Supply was authorized to sit through the recess to study the need of increasing the sources of water supply, and the Governor was given authority to select an engineer to advise the committee. It was deemed unwise to select such engineer, as no sufficient appropriation was made.

### WAR MEMORIAL

Massachusetts, first of all the states, gave a gratuity to the men and women of this Commonwealth who served in the World War. For this purpose more than \$20,000,000 has already been paid. To meet the expense of this undertaking a special poll tax was levied. From the funds so collected, after all adjustments are made, it is now apparent that there will be an excess of \$2,000,000. Last year I urged that Massachusetts erect a suitable memorial to stand as an expression of the enduring gratitude of her people to those of her own who had made such glorious response to the call of country in all wars. It is still my opinion that Massachusetts ought to erect such a memorial. In any memorial plan it must be recognized that the desires of the veterans themselves should have first consideration. I hope that there may be general agreement as to form and

location, and that a worthy memorial may be started at once. It seems justifiable that the \$2,000,000 excess collected from poll taxes be made available for such use, since it so nearly corresponds with the spirit of the purpose for which the special tax was levied. Otherwise, however many laudable uses of such excess may be proposed, it is clear that the cities and towns are entitled to the return of this fund in the proportion in which their inhabitants paid the tax.

### CONCLUSION

Senators and Representatives: — In this, my last annual message to the General Court of the Commonwealth, I come to its conclusion with profound gratitude for the opportunity of service presented in the years of my administration, and more impressed than ever with the glory of Massachusetts and what she has given to America from the beginning until this day and hour, and what she may give in the years that are yet to be. Other States and Commonwealths have made large contributions to the Nation's progress and have worthily achieved, but none have excelled Massachusetts. Here at Plymouth came the pioneers of the Republic, God-fearing men of courage and vision. Within the borders of Massachusetts the resolve for independence received its mighty impulse. Lexington and Concord and Bunker Hill have been made sacred with the blood of Massachusetts men who fought the first battles of the Revolution. Samuel Adams and John Hancock, with other Massachusetts patriots, helped to guide the footsteps of the new Republic along the pathway of sure progress, when a mistaken course would have meant ruin and disaster. Our own Webster led in arousing a national sentiment, and later the men of Massachusetts valiantly and successfully fought for the preservation of the Union. In the days of reconstruction which followed the Civil War, in the later period of tremendous commercial and industrial development, and on through the greatest war of history, Massachusetts has nobly borne her part in the upbuilding of the Nation, in its councils, and upon its fields of battle. Our people, always self-reliant, have taken the raw products of



the world and fabricated them for the uses of advancing civilization, and have asked no favor or advantage, but only a fair field in which to labor. Nowhere in the world is the welfare of workers better conserved than here in Massachusetts. Nowhere are the institutions of liberty more cherished, and nowhere is equality of opportunity more secure.

When I contemplate these achievements, I am filled with admiration and love for the Commonwealth of Commonwealths — Massachusetts. May the privilege to serve her with integrity and honor and ability be the precious heritage of the sons and daughters of Massachusetts until the end of time.



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MESSAGES TO THE GENERAL COURT

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## RELATIVE TO PARDONS

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EXECUTIVE DEPARTMENT, BOSTON, January 5, 1921.

*To the Honorable Senate and House of Representatives.*

In accordance with the provisions of section 152, chapter 127, of the General Laws, I transmit herewith a list of the pardons granted by me, with the advice and consent of the Council, during the year 1920.

Of the nine pardons granted six were in the State Prison, two in houses of correction, and one was pardoned who was not confined but had succeeded in re-establishing himself in the community where he lived.

CALVIN COOLIDGE.

For description of pardons see Senate, No. 2, 1921.

## SUBMITTING BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, January 25, 1921.

*To the Honorable Senate and House of Representatives.*

In compliance with the provisions of the Constitution, I submit herewith budget recommendations for the current fiscal year. In so doing I am obliged to direct your attention to a most serious condition. The total departmental requests have been reduced by more than \$12,000,000, and yet the budget shows probably required expenditures of \$40,796,663.16, which is \$17,000,000 more than the estimated available receipts.

I have reviewed the detailed recommendations for expenditures in this budget, as made by the Supervisor of Administration. So many of the budget requirements are based upon existing laws that in most instances further material reduction on my part would operate to destroy the purposes for which the laws were passed. It is necessary to repeal existing law or to restrict the activities now prescribed in the statutes in order to reduce the amount to be raised by taxation, or even to hold the State tax at last year's figure. I have felt myself bound by existing law, but I urge upon you the necessity of repeal or revision of existing laws which have committed the Commonwealth to great expenditure.

The condition of the treasury, as disclosed by the reports of the fiscal officers of the Commonwealth at the close of business for the fiscal year 1920, is far less favorable than in previous years. It is far from satisfactory. Certain items of 1920 revenue fell below the receipts for the preceding year, notably the inheritance tax, which in 1920 was over one-half million dollars less than in 1919. The extra session of the 1920 Legislature appropriated substantially \$500,000 for deficiency items in that year's business, and appropriated money for payment of the expenses of that session, although no revenue was provided to meet such expense. We start

the year with a cash deficit of \$6,256.84, but this cash deficit does not begin to represent the actual deplorable condition. The institutions were not given sufficient money last year with which to purchase a full twelve months' supply of coal. They are, as a matter of fact, 21,000 tons short on a basis of twelve months' coal consumption. It is therefore apparent that we begin the fiscal year 1921 not alone with an actual cash deficit, but also left with the obligation of raising \$175,474.20 for expenses of the extra session of the previous General Court, and for printing the newly revised General Laws; also obliged to make good the deficit of about \$210,000 for the purchase of 21,000 additional tons of coal, and also face to face with the fact that during 1920 salaries and wages were increased by about \$1,300,000, while only half of that amount was actually appropriated in 1920. In other words, the real deficit is considerably more than \$1,000,000. We are also confronted with the duty of raising several hundred thousand dollars additional in 1921 for reimbursing cities and towns made necessary by the provisions of sundry laws for aiding in education and in the support of charities. With respect to this statement it may be interesting to note that since 1912 new legislation has been enacted which will cost in 1921 more than \$4,300,000.

#### STATE DEBT

I am adhering strictly to the "pay-as-you-go" policy in my recommendations for financing this budget. The State net direct debt on December 1, 1920, was \$35,128,239.62. There is necessarily included in this year's budget the sum of \$1,785,378.75 for reducing the debt. Special taxes have been provided by law for meeting the indebtedness incurred under the Soldiers' Bonus Act. These collections for the present fiscal year will undoubtedly reduce by at least \$3,000,000 the present outstanding indebtedness of \$7,000,000 on that account. The securities in the sinking funds, which now amount to \$22,419,354.13, should in the present year produce an income of over \$1,000,000, which should be added to the accumulations already made. If the General Court will follow this plan of finance and refrain from

further borrowing, at the end of the present year the State net direct debt would be reduced to about \$29,000,000, thus reaching the lowest figure since 1914.

### REVENUE

The estimated ordinary revenue, with certain cash balances from borrowed funds not required for the purposes for which the money was borrowed, and which can be utilized in appropriations for meeting serial bonds maturing this year, is about \$17,000,000 less than the budget recommendations.

I therefore recommend that a State tax not exceeding \$15,000,000 be levied upon the cities and towns, and that \$2,000,000 be raised from special taxes, upon business corporations substantially in accordance with the act passed last year. I also recommend that the General Court consider the possibility of increasing the ordinary revenues of the Commonwealth by new legislation, and particularly the possibility of levying additional fees for certain services which the Commonwealth is obliged to render, and thus put these services which are of benefit to individuals and corporations upon a self-supporting basis.

### MILITIA

In connection with the reorganized militia some modifications of the militia law may appear desirable, and I recommend that a study be made of such changes in State allotments as may be fair with regard to money which is received from the Federal allotments under the proposed plan.

CHANNING H. COX.

For detail of budget recommendations see House, No. 1000, 1921.

For legislation see Acts of 1921, chapter 203.



RECOMMENDING AN AMENDMENT TO A BILL  
ENABLING THE FIRST CHURCH IN BOSTON  
TO CONVEY PROPERTY TO ITS TRUSTEES

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EXECUTIVE DEPARTMENT, BOSTON, February 21, 1921.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution I am returning herewith House Bill, No. 1120, "An Act to enable the First Church in Boston to convey its Property to Trustees," with the recommendation that the bill be amended as follows: by striking out section 1 and inserting in place thereof the following:

SECTION 1. The First Church in Boston, a corporation created by chapter one hundred and twenty-two of the acts passed at the January sitting of the year eighteen hundred and twenty-nine, is hereby authorized and empowered to convey all its property, real and personal, including its land and church building on the corner of Berkeley and Marlborough streets in the city of Boston, and all the pews in said church building owned by it, to trustees for the same purposes and upon the same trusts for which said property was held and administered by said First Church in Boston.

The amendment above recommended is merely a perfecting amendment as to form and does not affect the constitutionality of the act itself, which is seriously questioned.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A BILL  
AUTHORIZING THE WORCESTER TUBERCULO-  
SIS RELIEF SOCIETY TO TRANSFER ITS PROP-  
ERTY TO THE WORCESTER SOCIETY FOR  
DISTRICT NURSING

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EXECUTIVE DEPARTMENT, BOSTON, February 21, 1921.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution I am returning herewith House Bill No. 1123, "An Act to authorize the Worcester Tuberculosis Relief Association to transfer its Property to the Worcester Society for District Nursing," with the recommendation that the bill be amended as follows: by striking out section 1 and inserting in place thereof the following:

SECTION 1. The Worcester Tuberculosis Relief Association, a corporation organized under the laws of Massachusetts, for certain charitable purposes, may transfer and convey all the property held by it to the Worcester Society for District Nursing, a corporation organized under the laws of Massachusetts for certain charitable purposes, and said Worcester Society for District Nursing may receive said property and shall hold and administer it for the same purposes and upon the same trusts for which said property was held and administered by said Worcester Tuberculosis Relief Association.

The amendment above recommended is merely a perfecting amendment as to form and does not affect the constitutionality of the act itself, which is seriously questioned.

CHANNING H. COX.

## VETOING A BILL RELATIVE TO THE SALE OF ICE AT RETAIL

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EXECUTIVE DEPARTMENT, BOSTON, April 4, 1921.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill entitled "An Act relative to the Sale of Ice at Retail," which is House, No. 1370, is herewith returned without approval.

Whatever the purpose, this bill in effect would permit the evasion of the present law requiring cash sales of ice in small quantities to the people of the Commonwealth. The consumers have not petitioned for this legislation. The enforcement of the provisions of the present law has been beneficial to them.

It is urged that dealers in ice need protection against dishonest drivers. The statutes now provide punishment for the dishonesty of employees. It would be better to amend these statutes if necessary rather than to enact the present bill which may result in hardship to large numbers of our people.

CHANNING H. COX.

## VETOING A BILL RELATIVE TO THE CONSTRUCTION, ALTERATION AND MAINTENANCE OF BUILDINGS IN THE CITY OF BOSTON

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EXECUTIVE DEPARTMENT, BOSTON, April 6, 1921.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "Relative to the Construction, Alteration and Maintenance of Buildings in the City of Boston," which is Senate, No. 354, is herewith returned without approval.

The bill would permit the use of thinner structural material than is now allowed in Boston buildings. It would also lessen the discretionary powers of the Building Commissioner to require protection of such material from the effects of fire. It would allow unprotected structural steel in second and third class buildings, which construction, it is claimed, is inferior to wood and which collapses under heat quicker than substantial wood-work. Its use in such construction would increase the fire hazard and the danger to all occupants and firemen in case of fire. The State Fire Marshal does not approve the bill. The Building Commissioner and the Fire Commissioner of Boston have strongly urged its rejection. A copy of a letter from the Fire Commissioner of Boston is hereto attached.

It is true that the type of construction permitted by the bill is approved by some reputable engineers but in view of the serious objections of the officials sworn to protect the public and who have shown zeal in the performance of their duties and who have knowledge of the subject gained from practical experience, I cannot believe it wise to take any chance of lessening the protection of the people of Boston against structural or fire hazard.

CHANNING H. COX.



RELATIVE TO GRANTING JURISDICTION TO THE  
UNITED STATES OF CERTAIN LAND KNOWN AS  
CAMP DEVENS

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EXECUTIVE DEPARTMENT, BOSTON, 2d May, 1921.

*To the Honorable Senate and House of Representatives.*

The Secretary of War has requested that the Commonwealth cede to the United States jurisdiction over a certain tract of land situate in Middlesex and Worcester counties. The fee simple title to practically all of the land in question is now vested in the United States, and is occupied as a military reservation known as "Camp Devens." Federal statutes provide that no public money shall be expended for construction upon such land until the consent of the legislature in the state of its location has been given to the purchase. It is suggested that it may become expedient in the near future to undertake repairs or other construction work at Camp Devens, and I therefore recommend that the Commonwealth give consent to the acquisition by the United States by purchase or condemnation of the tract of land commonly known as "Camp Devens," a more particular description and plan of which is on file in the office of the Secretary of the Commonwealth. I recommend further that jurisdiction over the said land be granted upon the expressed condition that the Commonwealth of Massachusetts retain concurrent jurisdiction with the United States for the service of civil and criminal process, and that the exclusive jurisdiction shall revert to the Commonwealth whenever the area so acquired shall cease to be used for purposes of national defense.

A bill to accomplish the above purposes is enclosed for your consideration.

CHANNING H. COX.

For bill see House, No. 1599, 1921.

For legislation see Acts of 1921, chapter 456.

## RECOMMENDING AN AMENDMENT TO A BILL RELATIVE TO THE REGISTRATION OF EM- BALMERS

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EXECUTIVE DEPARTMENT, BOSTON, May 11, 1921.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith Senate Bill No. 359, an act "Relative to the Registration of Embalmers," with the recommendation that the bill be amended as follows:—by striking out the words "the receipt by the applicant of a notice from the board that his registration has expired, and", and inserting in place thereof the words: — said date.

The law provides that an applicant for registration as an embalmer may, if found qualified, be registered and receive a certificate thereof and that every registered embalmer shall annually pay a fee for the renewal of his registration upon a specified date.

It is a privilege granted by the Commonwealth and every person so registered should be sufficiently interested to secure a renewal on the date required.

It may be reasonable for the Legislature to provide that such persons shall have a period of ten days after the date specified to procure such renewal but in my judgment it is not reasonable to provide that every such person shall have ten days after the receipt of a notice from the Board that his registration has expired. To compel our boards of registration not only to send notices to holders of privileges but also to prove that such notices have been received would establish a precedent which might work to the great injury of the public.

CHANNING H. COX.

## SUBMITTING SUPPLEMENTARY BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, May 16, 1921.

*To the Honorable Senate and House of Representatives.*

In conformity with the provisions of the Constitution, which provides that "the Governor may at any time recommend to the general court supplementary budgets," I herewith submit supplementary budget recommendations amounting to \$989,384.75, exclusive of the metropolitan districts.

The sums recommended at this time include amounts made necessary by new legislation, and make allowance for pending legislation as well as for certain needed improvements and matters not already provided for, and are those suggested by the Supervisor of Administration after a review of the several propositions.

### REVENUE

To provide for appropriations already made, and to cover the items contained in this budget, a State tax of \$14,000,000 will be required in addition to the ordinary revenues of the Commonwealth, and in addition to the special taxes suggested in my budget recommendations under date of January 25, 1921.

### METROPOLITAN DISTRICTS

The passage of the Winthrop Shore Boulevard, so called, will require an additional appropriation for the Metropolitan Parks Maintenance Fund, which is covered in the recommendations of the Supervisor of Administration.

## ADULT IMMIGRATION EDUCATION

I endorse the recommendations of the Commissioner of Education that the law providing reimbursement for cities and towns for maintaining these classes be amended so that it will not be necessary for the State to reimburse cities and towns on the basis of operation and upkeep of the plant.

CHANNING H. COX.

For detail of budget recommendations see House, No. 1660, 1921.

For legislation see Acts of 1921, chapter 502.



RECOMMENDING AN AMENDMENT TO A BILL  
RATIFYING AND VALIDATING CERTAIN ACTS  
OF THE TOWN OF METHUEN

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EXECUTIVE DEPARTMENT, BOSTON, May 19, 1921.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1535, entitled, "An Act ratifying and validating Certain Acts of the Town of Methuen," with the recommendation that the bill be amended by adding the following new section: "Nothing in this statute shall be construed to apply to any act done, election held or vote passed which the General Court cannot constitutionally ratify, confirm and make valid."

The legislation attempts in general terms to ratify certain acts, elections and votes and it is not possible to determine whether therein may be included certain acts, elections and votes which may be beyond the constitutional power of the Legislature to ratify or confirm. If there should be included such matters it is evidently the intention of the Legislature to have the act apply to all other possible acts, elections and votes and not to have the entire bill set aside as unconstitutional. To guard against such a possibility it seems necessary to add the section as above suggested.

CHANNING H. COX.

## RELATIVE TO AN APPROPRIATION FOR REPAIRS ON THE OLD STATE HOUSE

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EXECUTIVE DEPARTMENT, BOSTON, May 26, 1921.

*To the Honorable Senate and House of Representatives.*

As a result of the recent fire which damaged the Old State House, situated in the city of Boston, it has become necessary to make extensive repairs on that venerable structure.

The Commonwealth has in the past recognized a partial obligation in remodelling and preserving this building and in order that the Commonwealth may do its part in the emergency which has arisen, I recommend that the Legislature appropriate a sum which, added to the funds appropriated by the city of Boston, may be adequate to restore the Old State House and provide against the danger of irreparable injury from future fires.

CHANNING H. COX.

VETOING A BILL RELATIVE TO THE SALARY OF  
THE DIRECTOR OF THE DIVISION OF ANIMAL  
INDUSTRY IN THE DEPARTMENT OF CONSER-  
VATION

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1425, entitled "An Act relative to the Salary of the Director of the Division of Animal Industry in the Department of Conservation."

I have not studied the merits of the particular bill to the extent of comparing the services rendered or salary received by the Director of the Division of Animal Industry with the services or salaries of other State officials, but have acted for reasons of general policy. There are few, if any, salary increases in private employment today. In fact, in this time of receding prices wages have been generally lowered and salaries have been reduced. The Legislature has thus far followed a nearly uniform rule of refusing increases in salaries except in two cases for the purpose of retaining officials whom other States have persistently sought. I am confident that the people of Massachusetts do not desire to have the salaries of their public servants, however deserving, increased in this particular year.

CHANNING H. COX.

## VETOING A BILL RELATIVE TO THE SALARY OF THE COMMISSIONER OF CONSERVATION

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval Senate Bill No. 44, entitled "An Act relative to the Salary of the Commissioner of Conservation."

I believe the Commonwealth is fortunate to have the services of the present Commissioner and under normal conditions it would be a satisfaction to approve an increase in his compensation. However, as indicated in an earlier message today, I do not believe the people of Massachusetts would approve this increase in salary at this time.

CHANNING H. COX.



VETOING A BILL RELATIVE TO THE COMPENSA-  
TION OF THE MEMBERS OF THE BOARD OF  
PAROLE

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1424, entitled "An Act relative to the Compensation of the Members of the Board of Parole."

In so doing there is no intention of reflecting upon the ability or service of the chairman of the Board, whose salary would be raised by the bill, but as indicated in an earlier message today, I believe it is not the time to raise the salaries of public servants except there be a real emergency.

CHANNING H. COX.

VETOING A BILL ESTABLISHING THE SALARIES OF  
THE PRESENT DEPUTIES IN THE OFFICE OF  
THE TREASURER AND RECEIVER GENERAL

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1319, entitled "An Act establishing the Salaries of the Present Deputies in the Office of the Treasurer and Receiver-General."

Without in any way reflecting upon the devotion and ability of the men who would benefit by the proposed increases in salaries, for reasons indicated in previous messages today, it is not a time to permit salary increases in the public service.

CHANNING H. COX.

**RECOMMENDING AN AMENDMENT TO A BILL PROVIDING RETIREMENT ALLOWANCES BASED ON ANNUITY AND PENSION CONTRIBUTIONS FOR EMPLOYEES OF THE CITY OF BOSTON OR THE COUNTY OF SUFFOLK**

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1665, entitled "An Act providing Retirement Allowances based on Annuity and Pension Contributions for Employees of the City of Boston or of the County of Suffolk," with the recommendation that it be amended as follows:

In section 2, by inserting after the word "Suffolk", the last word in clause (b) of said section, the following: "The word 'employees' shall not be construed to mean members of the Police Department of the City of Boston."

In section 27, by striking out in the fourth line the words "police or"; and by striking out in the fourth line the word "departments", and inserting in place thereof the word "department".

In section 30, by striking out in the second line after the word "Boston" the comma, and inserting in place thereof the word "or"; and by striking out, in the second and third lines, the words "or the police commissioner of the city of Boston".

The amendments would remove the police of Boston from the operation of the act. There has been no criticism of the present system of pensions for the police, which has stood for years and has resulted in bringing into the Police Department desirable young men who were earning more money in outside employment.

But wholly aside there is a sharp distinction both in law and in fact between police officers and municipal employees. It is well settled by Massachusetts decisions that the police officer is not the servant or agent of the city which pays him. He is a public officer, performing public duties, and enforcing the law of the Commonwealth. He has a definite, personal, legal responsibility for all his acts — the result of decisions that he frequently has to make on the spur of the moment. The requirements demanded from him physically, mentally and morally, are rigid. Unlike most persons, he must be always ready to take extraordinary risks and to face danger. It is the duty of most persons to avoid danger. He has no hours of service, he is a police officer all the time. On completing his regular tour of duty, he can be and frequently is held in the exigencies that arise, for further, extra, arduous duties. He may take up no outside work to increase his income. He must be accessible at all times to a call for service from his superior officers. The police should not be included in the same retirement system and upon the same terms with municipal employees.

CHANNING H. COX.



RELATIVE TO THE ISSUING OF NOTES PROVIDING  
FOR THE CONSTRUCTION OF CERTAIN BRIDGES  
OVER CHARLES RIVER

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

In conformity with section 3 of Article LXII of the Amendments to the Constitution, the provisions of the Constitution which provides that "The Governor shall recommend to the General Court the term for which any loan shall be contracted", I herewith recommend that the term of the notes required to carry out the provisions of chapter 497 of the acts of the present year, providing for the construction of certain bridges over the Charles River between the city of Boston and the town of Watertown and between the city of Boston and the city of Cambridge be for not exceeding five years and that the State Treasurer with the approval of the Governor and Council be given authority to issue temporary notes from time to time as may be required and with like approval to renew the same for periods not exceeding five years from the date of the original obligation.

CHANNING H. COX.

## RELATIVE TO CONSOLIDATION OF VARIOUS JAILS AND HOUSES OF CORRECTION

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1921.

*To the Honorable Senate and House of Representatives.*

A due regard for the true interest of the taxpayers of the Commonwealth demands a proper consolidation of the various jails and houses of correction, many of which are now being maintained at an excessive cost. A due regard to the welfare of the inmates of the various institutions demands the adoption of a unified system of control or supervision which may permit classification and more scientific treatment of prisoners. It is a problem of the utmost importance. The subject has been before the Legislature from its first day. A special committee has investigated the matter. Those connected with the present control of county institutions have not been content with opposing any legislation which would remedy the present unfortunate situation, but they have come to the halls of the Legislature threatening political extinction to those who dared advocate this reform. They have questioned the fairness of the presiding officers of the Legislature. In such a pass the good name of the Legislature is at stake.

If the Legislature does not deem it wise at this session in view of such information as it now has to enact legislation remedying this pressing evil, then I recommend that the Legislature provide for a continuance of the investigation of county institutions and county control so that measures may be prepared for early action at the next session of the General Court.

CHANNING H. COX.

## RELATIVE TO PARDONS

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EXECUTIVE DEPARTMENT, BOSTON, January 5, 1922.

*To the Honorable Senate and House of Representatives.*

In accordance with the provisions of chapter 127, section 152, of the General Laws, I transmit herewith a list of the pardons granted by me, with the advice and consent of the Council, during the year 1921.

Of the three pardons granted, two were in the State Prison and one was in the house of correction at Salem.

CHANNING H. COX.

For description of pardons see Senate, No. 50, 1922.

RELATIVE TO AN APPROPRIATION TO REIMBURSE  
THE CITY OF LYNN FOR CONSTRUCTION OF A  
TEMPORARY BRIDGE OVER SAUGUS RIVER

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EXECUTIVE DEPARTMENT, BOSTON, January 5, 1922.

*To the Honorable Senate and House of Representatives.*

On June 17, 1921, the wooden bridge over the Saugus River on the Lynnway Boulevard, under the control of the Metropolitan District Commission, was burned to the water's edge for a length of about 420 feet. A very important line of communication from Boston and its suburbs to Lynn, Swampscott, Salem and other portions of Essex County was thereby broken. No appropriation was available for the reconstruction of this bridge, but with my approval, the Metropolitan District Commission voted to direct its Chief Engineer to prepare plans for a permanent bridge to cost not exceeding \$150,000; and the Metropolitan District Commissioner obtained subscriptions from the leading banks and bankers of Boston to the amount of \$150,000 to pay the cost of constructing a permanent bridge, upon the assurance that I would recommend to the Legislature of 1922 the repayment to the subscribers of the sums so advanced.

Late in June a delegation from Essex County, headed by Mayor Creamer of Lynn and Henry S. Baldwin, Chief Engineer of the General Electric Company, met the Metropolitan District Commission and urged the immediate construction of a temporary wooden bridge on account of the serious interference with travel caused by the destruction of a large portion of the old bridge. The fact that no funds of the Commonwealth were available for the work was called to the attention of this delegation and Mayor Creamer promptly undertook to obtain from the City Council of Lynn an appropriation of the sum necessary to



construct a temporary wooden bridge. It was understood that no contract could be made or promise given that the Commonwealth would reimburse the city of Lynn, but again I gave assurance that I would recommend to the General Court of 1922 that the city of Lynn be reimbursed for the sum expended for the construction of the temporary wooden bridge.

Rapid progress was made in the preparation of plans and the awarding of a contract for labor and equipment. The General Electric Company assisted in every way possible and work was started on the morning of July 5. Every effort was made by competent men to push the work as rapidly as possible and at moderate cost. On July 18, the bridge was sufficiently completed to allow traffic over it, and the Commissioner of the Metropolitan District, therefore, took over from Mayor Creamer of Lynn at that time the operation of the bridge, and it was opened to the public. Thus a bridge adequate for several years was constructed in record breaking time, and the immediate need for a permanent fireproof bridge ceased. It appears that the cost of the work, including insurance against fire for a period of six months, was \$37,853.15, and I therefore recommend that an appropriation be made at an early date to reimburse the city of Lynn for such sum as may be due with interest thereon at a reasonable rate. I also commend the public spirit of all who co-operated so efficiently to minimize the inconvenience to a large number of our people.

CHANNING H. COX.

RELATIVE TO THE DEATH OF HONORABLE JOHN  
C. F. SLAYTON OF MELROSE, MEMBER OF THE  
EXECUTIVE COUNCIL, AND THE NAMING OF  
HIS SUCCESSOR

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EXECUTIVE DEPARTMENT, BOSTON, January 5, 1922.

*To the Honorable Senate and House of Representatives.*

It is my sad duty to announce to the General Court the death on yesterday of Honorable John C. F. Slayton of Melrose, member of the Executive Council for the Fourth District.

He was a kindly man and a broad-minded and public-spirited citizen. He had made a distinct success of his own affairs and out of his ripe experience he gave to his official duties all the energy he possessed. In his death the Commonwealth has lost a faithful and devoted public servant.

It will devolve upon your honorable bodies, in conformity with Amendment XXV to the Constitution of Massachusetts, to choose a suitable person to fill the vacancy in the Executive Council thus created.

CHANNING H. COX.

## SUBMITTING BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, January 16, 1922.

*To the Honorable Senate and House of Representatives.*

In compliance with the provisions of the Constitution, I submit herewith budget recommendations for the current fiscal year showing the probably required expenditure of \$42,146,953.47. I have been obliged to provide about \$1,000,000 for items required by law which were not necessary last year, such as \$173,000 for the expenses of a State election and nearly \$500,000 to the Department of Education for increased reimbursement to cities and towns. And yet the grand total for current operation and maintenance, including new items, has been kept at approximately the same figure as last year.

An extensive program of public works is proposed herein amounting to about \$5,500,000. During the past year the number of inmates in our charitable institutions has been substantially increased. Additional accommodations are required, and it seems a desirable time to develop some of the institutions, particularly the new institution for feeble-minded at Belchertown and the institution for insane at Foxborough. Moreover, during the past two years the high cost of construction restricted building to matters of the greatest urgency. In addition to meeting actual requirements I have been influenced to recommend a liberal construction program for the purpose of alleviating unemployment and of stimulating business through increased demand for materials and equipment.

The requests of the Division of Highways have been considerably reduced. In my examination of these matters I have not found evidence that the department has asked for a larger appropriation than public sentiment would support, or that larger sums were requested than the needs of better

and more highways demand. I am, however, strongly of the opinion that the expenditures of the Commonwealth for improved highways should be met by special revenues levied upon individuals or concerns who use them, and if more liberal appropriations are demanded for highway construction and improvement, then additional revenue should be provided. Massachusetts has imposed less of a burden upon motor-driven vehicles than any other State which has any extended improved highways.

In keeping with the general principle that classes and individuals receiving special services or benefits from the government should, wherever able, pay the cost, I recommend legislation fixing graduated fees upon banks and individuals supervised by the Division of Banks, to the end that that department may be made more nearly self-supporting.

#### STATE DEBT

During the past year the net direct debt of the Commonwealth was reduced nearly \$6,000,000, and leaves that debt at \$29,311,796, the lowest figure since 1914. The contingent net debt was decreased by more than \$2,000,000. Again I am adhering strictly to the "pay as you go" policy in my recommendations for financing this budget. If the General Court will follow the present financial plan and refrain from further borrowing it will be possible to make a similar reduction in the direct debt during the present year. There is great satisfaction in lessening this continuing burden upon taxpayers, and re-establishing firmly the credit of the Commonwealth.

#### REVENUES

The estimated ordinary revenue, with certain cash balances from borrowed funds not required for the purposes for which the money was borrowed, and which can be utilized in appropriations for meeting serial bonds maturing this year, and assuming that reasonable fees will be imposed for examining banks and private bankers, is about \$12,000,000 less than the budget recommendations.

I therefore recommend that a State tax not exceeding \$12,000,000 be levied upon the cities and towns. This would



mean a State tax of \$2,000,000 less than last year, and this decrease will be in addition to a decrease of about \$4,000,000 by discontinuing certain special taxes, which I recommended in my address on the opening day of the session. In reaching this result it will be necessary for the General Court to keep within the limit of \$762,748.04 which has been reserved to meet the expense of new legislation during the present session. There is every reason to believe that the departments will continue their endeavor to effect real economy. It must be remembered, however, that the amount derived from corporation and inheritance taxes may be less than last year, and that it will be necessary to subject every appropriation to the most careful scrutiny in order that the substantial relief proposed in this budget may in fact be assured to the taxpayers of Massachusetts. Such careful scrutiny of the items recommended in this budget is earnestly desired.

CHANNING H. COX.

For detail of budget recommendations see House, No. 1020, 1922.  
For legislation see Acts of 1922, chapter 129.

## RELATIVE TO AN APPROPRIATION FOR CLEARING THE FORESTS OF THE METROPOLITAN DIS- TRICT AFTER SEVERE STORM

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EXECUTIVE DEPARTMENT, BOSTON, January 18, 1922.

*To the Honorable Senate and House of Representatives.*

In my budget recommendations recently submitted provision was made for an extensive program of public works which are necessary and which, it is hoped, may aid in reducing unemployment and stimulating business. Public policy requires that unemployment be lessened in all practical ways. The severe storm late in November caused tremendous injury to the trees in the parks under the control of the Metropolitan District Commission. Hundreds of acres are strewn with fallen trees and broken limbs and branches. These should be cleared away not only that the parks may be restored to their usual attractiveness but also to remove the danger of forest fires in the summer months when the brush becomes dry and when the parks are frequented daily by thousands of people. It appears to be an opportune time to undertake this necessary work and fortunately the nature of the work is such that previous experience is not a requisite to employment. It is not contemplated that live trees should be treated in this method and the work may be directed by competent men already in the employ of the Metropolitan District Commission. I therefore recommend that the sum of \$50,000 be appropriated of which \$25,000 shall be paid from the general fund or revenue of the Commonwealth and \$25,000 shall be paid from the Metropolitan Parks Maintenance Fund and assessed upon the cities and towns of the Metropolitan Parks District, which amount shall be expended for the purpose of clearing the forests of the Metropolitan Parks District. I suggest that the sum so appropriated be placed at the disposal of a special com-

mission composed of the chairman of the Metropolitan District Commission, the chairman of the Massachusetts Committee to Promote Work, the Commander of the Massachusetts Department of the American Legion, the Commissioner of Public Welfare, and the Commissioner of Conservation, that this commission be given full authority to make rules and regulations as to employment, to fix wages and otherwise to direct and carry on the work.

I urge the earliest consideration of this recommendation which is made with the approval of the various departments and agencies concerned as a practical way to do necessary temporary work and to relieve unemployment in the center of our population.

CHANNING H. COX.

RELATIVE TO AN ADDITIONAL APPROPRIATION  
FOR CLEARING THE FORESTS OF THE MET-  
ROPOLITAN DISTRICT AFTER SEVERE STORM

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EXECUTIVE DEPARTMENT, BOSTON, March 16, 1922.

*To the Honorable Senate and House of Representatives.*

With the endeavor to relieve unemployment the General Court in response to my message under date of January 18 appropriated \$50,000, to be used in clearing the forests of the Metropolitan Parks District.

As a result five hundred men have been given employment in this necessary work. This effort to relieve unemployment and at the same time to do essential work has been an unqualified success. The parks of the Metropolitan District have been partially cleared of the debris following the storm of November. The men employed have worked hard and satisfactorily. In fact this undertaking has won the commendation of the chairman of the Committee on Civic and Emergency Measures of the President's Conference on Unemployment, who has stated that he considers the action of Massachusetts in this matter more constructive than anything which has been done in the country in connection with the unemployment problem, and that he is suggesting that other states take similar action, if any such opportunity presents itself.

The Special Commission authorized to conduct this special work has asked for an additional appropriation of \$50,000 in order to complete the work already under way.

I strongly recommend that the further sum of \$50,000 be appropriated, to be paid from the Metropolitan Parks Maintenance Fund and assessed upon the cities and towns of the Metropolitan Parks District and that the money so appropriated be placed at the disposal of the Special Commission created under chapter 13 of the Acts of 1922 and to be used for the purposes set forth in said chapter.

CHANNING H. COX.



RELATIVE TO AFFORDING RELIEF TO THE CITY  
OF BOSTON FOR LOSS OF REVENUE IN TAXES  
ON ACCOUNT OF PUBLIC GIFT BY GEORGE  
ROBERT WHITE

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EXECUTIVE DEPARTMENT, BOSTON, 27th March, 1922.

*To the Honorable Senate and House of Representatives.*

The mayor of the city of Boston has sent a communication, a copy of which is hereto attached, in which he calls attention to the possible loss of a large amount of revenue in taxes to the city on account of the recent large public charitable gift made by George Robert White, deceased, late of Boston.

Apparently a case is presented which entitles the city of Boston to immediate relief, and as action to accomplish that must be had before the first of April, I am calling your attention to the situation and suggest the propriety of giving relief in the form of the bill which is also hereto attached entitled "An Act Relative to the Assessment of Lands and Buildings Owned by the City of Boston to Lessees."

CHANNING H. COX.

For letter from mayor of Boston and for accompanying bill see House, No. 1473, 1922.

RECOMMENDING AN AMENDMENT TO A BILL PROVIDING FOR AN EIGHTH ASSISTANT CLERK OF THE MUNICIPAL COURT OF THE CITY OF BOSTON FOR CIVIL BUSINESS

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EXECUTIVE DEPARTMENT, BOSTON, 8th April, 1922.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith Senate Bill No. 310, an act "Providing for an Eighth Assistant Clerk of the Municipal Court of the City of Boston for Civil Business," with the recommendation that it be amended by inserting the following new section:

SECTION 3. This act shall take effect upon its acceptance by vote of the city council of the city of Boston, subject to the provisions of its charter; provided, that such acceptance occurs prior to December thirty-first in the current year.

The money necessary for the salary of an additional assistant clerk of the Municipal Court of the City of Boston for civil business would have to be raised by the city of Boston. I believe it to be a sound principle that wherever possible the municipality should have the control of its own expenditures. This principle was recognized uniformly during the last session of the General Court, and its continued observance is desirable.

CHANNING H. COX.

## RELATIVE TO GRANTING JURISDICTION TO THE UNITED STATES OF CERTAIN LAND IN RUT- LAND

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EXECUTIVE DEPARTMENT, BOSTON, April 10, 1922.

*To the Honorable Senate and House of Representatives.*

The United States has acquired by purchase certain land in Rutland, Worcester County, for the site of a Public Health Service Hospital. The land is described in a photostatic copy of the deed to the United States and blue print of a survey made in July, 1921, which have been filed in the office of the Secretary of the Commonwealth. The hospital at Rutland is to be used for the care and treatment of discharged sick and disabled soldiers who served in the World War. The United States government has requested that Massachusetts cede jurisdiction of the land in question in order that it may not be restricted in its endeavor to provide promptly the facilities authorized by Congress for the care of disabled veterans. Therefore I recommend legislation to the end that Massachusetts shall cede jurisdiction of the land in Rutland which the United States has purchased.

CHANNING H. COX.

## VETOING A BILL EXCLUDING THE TOWN OF DOVER FROM THE METROPOLITAN PARKS DISTRICT

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EXECUTIVE DEPARTMENT, BOSTON, April 15, 1922.

*To the Honorable Senate and House of Representatives.*

I return herewith without my approval "An Act excluding the Town of Dover from the Metropolitan Parks District and relieving it of Expenses Incident Thereto."

This bill would permit Dover to withdraw from the unit or group of thirty-eight municipalities constituting the Metropolitan Parks District, and would relieve that town from further assessments for interest, sinking fund and maintenance requirements.

The idea of creating a district comprising Boston and neighboring cities and towns for the purpose of dealing jointly with important public problems took form in 1889 when the Legislature created the Metropolitan Sewerage Districts. Although it was evident that the sewage disposal problem of Boston and the surrounding cities and towns could be handled better as a whole than in many separate units yet a determined contest was made against the constitutionality of the act on the ground, among others, of inequality of benefits and burdens. One town objected on the ground that it had no local system of sewers by means of which it could connect with the main system provided for by the act, while another town objected because it was already supplied with a sufficient system of sewers emptying into the ocean. The Supreme Court upheld the constitutionality of the act and affirmed the power of the Legislature to apportion the burdens in such a manner as will tend to fairness and equality, and that absolute equality in the distribution of burdens of course could only be approached.

Other towns have been added from time to time to the Metropolitan Sewerage Districts as originally constituted,



but no city or town has asked for permission to withdraw, and there is general agreement that the welfare of all the communities has been promoted by their joint undertaking in the matter of sewage disposal.

The Metropolitan Parks Act of 1893 was the next step in the development of the metropolitan district idea. The commissioners appointed to consider the advisability of laying out ample open spaces for the use of the public wisely concluded that in a great metropolitan district a proper park system cannot be developed within local lines, and that as all the people enjoy the benefits all should contribute to the costs.

The Legislature created a Metropolitan Parks District of thirty-seven cities and towns including Dover. To this district one town (Cohasset) was later added and there has been no break in the membership of the District.

The Metropolitan Water District as created in 1895 consisted of thirteen cities and towns. Seven others have been added from time to time, and no municipality has asked permission to withdraw.

The act under consideration, therefore, contemplates the first withdrawal from any metropolitan district.

It is generally believed that the evolution and growth of the metropolitan districts have been of distinct advantage to the communities served and to the Commonwealth. To an excellent water supply and an adequate system of sewage disposal have been added reservations and boulevards of great natural beauty and usefulness. The preservation and improvement of the Blue Hills, Middlesex Fells, Nantasket, Revere and other beaches, with a water front of thirteen miles, for the healthful outdoor enjoyment of the people is a mighty accomplishment. The Charles River Basin has been created and the banks of the upper river greatly improved. Considerable stretches along the Mystic and Neponset rivers have been acquired and developed and the total river frontage owned and maintained by the District exceeds fifty miles. There are also several smaller reservations, while more than one hundred miles of parkways, boulevards and roads have been constructed to link together

and make accessible the open spaces in the system. All this has cost more than twenty million dollars, and the annual expense for maintenance is approximately one and one-half millions. By this expenditure the whole area has become more attractive to live in, more available to do business in, and property values have increased. This general benefit, however, is indefinite and intangible, and cannot be directly placed, located or calculated.

Dover entered into this joint enterprise nearly thirty years ago. Her citizens share in the ownership and enjoyment of the reservations and boulevards. Her total contribution in the year 1921 was \$1,619.50, about one dollar and seventy cents for each inhabitant.

From her proportional share of the financial burden of the district she seeks to be relieved, thus slightly increasing the burden upon all the other cities and towns associated with her. It is therefore worth while to review the method adopted to fix Dover's share in the cost of creating and maintaining the district.

Four separate Commissions appointed by the Supreme Judicial Court and all composed of able men, have apportioned the costs of creating and maintaining the metropolitan parks and boulevards, at intervals of five years, and the findings of all these Commissions have been duly approved by the court.

In 1900 the apportionment was made on the basis of valuation slightly modified, so that cities and towns with the greatest per capita valuation paid more and towns with the smallest per capita valuation paid less than the average. Dover, as a wealthy town, was in the class paying more than the average rate.

In 1905 the apportionment was again based on the valuation somewhat modified by a betterment assessment upon cities and towns which had metropolitan boulevards within their territory. Dover was then in the class paying less than the average rate.

In 1910 valuation was the principal basis of assessment, with the element of population entering slightly into the calculation. Under this plan the so called fringe towns,

Braintree, Canton, Dover, Hull, Nahant, Hingham, Westwood and Weymouth, were given a substantial reduction from the average basis.

In 1915 the average percentage of valuation and population was the basis of assessment for park maintenance, and valuation the basis for park construction and boulevard maintenance and construction.

All the foregoing assessments were made after long hearings and diligent investigation, during which every town and city had its opportunity to be heard and to present briefs. Each method in turn was confirmed by the Supreme Judicial Court and no one of the methods was criticised by the court or held improper or invalid. The method of assessment adopted in 1915 gave such general satisfaction to the district that with some slight changes it was adopted by legislation in 1920 as the continuing basis for apportionment. This fixed policy will save the expense and annoyance of long hearings each five years, and thus the precedent of legislative determination of assessments adopted many years earlier in the sewerage and water districts has been followed.

Dover in common with all other municipalities had an opportunity to be heard and present its claims before the Legislature in 1920, which gave careful consideration to the matter of fixing the basis of assessment.

It is rightly contended on the part of Dover that no money has been spent within her town limits for parks or boulevards. But that is equally true as to Saugus, Weymouth, Hingham and Cohasset, and in several other towns only a small amount has been expended. On the other hand there are several municipalities in which so much land has been taken for district purposes that they have suffered a serious reduction in taxable property. It is obvious that the District cannot be considered from the point of view of any municipality but must be considered as a whole, for the benefits of the parks and boulevards are not confined within the boundaries of any city or town. The automobile has brought all parts of the District nearer together, and made all the open spaces easier of access to all the people, including the inhabitants of Dover. There is less reason for permitting

the withdrawal of any fringe town today than there was in the earlier years, and there is no argument for allowing Dover to leave the District which does not apply with equal force to other municipalities. If Dover escapes her share of the cost other cities and towns will seek the same avenue of escape and the metropolitan district entity will be weakened at a time when it is natural and desirable to strengthen it.

It cannot be asserted that the financial burden is too heavy for Dover to bear. When the last apportionment of expenses by a Commission was made in 1915 her tax rate was \$5.50, the lowest in the thirty-eight towns and cities constituting the District.

In 1920, when the Legislature fixed the basis of assessment, Dover's tax rate was \$9, again the lowest in the district, and in the amount raised by this low tax rate is included the sum paid for its share in the metropolitan parks district expense. In 1921 Dover enjoyed a tax rate of \$14.50, one of the lowest in the Commonwealth. The per capita valuation of Dover is very high. Within her borders live many well to do citizens whose business interests lie in Boston, and who are vitally interested in the welfare of the entire metropolitan district. Some of them make daily use of metropolitan boulevards, and to all the inhabitants of the town, rich or poor, are available and close at hand the Charles River, the Blue Hills, the Neponset Reservation, all greatly improved, as a part of the general scheme of metropolitan reservations. It may be that in the future the banks of the Charles within the town of Dover will be in part taken over and improved in a manner similar to the treatment of the lower reaches of that river. Whether or not money is spent within the town limits there can be no question of the general benefit of the park system to Dover, and there can be little question of the necessity of preserving the integrity of the park district which has so richly contributed to the happiness and well being of our thickly settled metropolitan population.

CHANNING H. COX.



## RECOMMENDING AN AMENDMENT TO A BILL AUTHORIZING THE METROPOLITAN DISTRICT COMMISSION TO APPOINT A SUPERINTENDENT OF POLICE

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EXECUTIVE DEPARTMENT, BOSTON, April 26, 1922.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1504, entitled "An Act authorizing the Metropolitan District Commission to appoint a Superintendent of Police," with the recommendation that it be amended as follows:

By striking out in the first line the word "any" and inserting in place thereof the words "Herbert W. West for twenty-six years a."

House Bill No. 1504 as it came to me is in terms a general bill but it was evident from a public hearing before me that its purpose was to make possible the appointment of Herbert W. West as superintendent of the Metropolitan District Police force, without Civil Service examination, and yet to give to him the protection of the Civil Service after appointment.

In my judgment such a course is in clear violation of the Civil Service policy as established by law in this Commonwealth and will open the door to numerous requests in the future for special exemptions.

The work of Mr. West in the Metropolitan Police force for twenty-six years is generally known and approved. Recently in the work of clearing the Metropolitan Park forests, under special appropriations, he demonstrated marked executive ability.

If the General Court desires to give frank recognition to such meritorious service there can be little objection. Such

a course plainly stated will have my approval. I do not believe in setting aside in general terms the provisions of the Police Promotion Act, only recently enacted, and the accepted provisions of Civil Service.

CHANNING H. COX.

## VETOING A BILL PERMITTING JUSTICES OF THE SUPERIOR COURT TO SUSPEND THE EXECU- TION OF SENTENCES IN CRIMINAL CASES

EXECUTIVE DEPARTMENT, BOSTON, 1st May, 1922.

*To the Honorable Senate and House of Representatives.*

Herewith I return without my approval House Bill No. 570, being "An Act to permit Justices of the Superior Court to suspend the Execution of Sentences in Criminal Cases."

This bill would extend to the Justices of the Superior Court the power to suspend the execution of sentences of imprisonment or fines. The Superior Court has not asked for this legislation. It has not appeared that any officers of the law have asked for it. On the contrary it is vigorously opposed by many who are charged with the duty of bringing law breakers to justice. At present the Superior Court has the unqualified power to place cases on probation. Why sentence a person to imprisonment if the purpose of the court be to place him on probation? At present the Superior Court has the power to continue cases before imposing sentence. So if the pending bill does not give the Superior Court any additional power of consequence, as has been urged, the measure should be rejected as unnecessary.

There are however real objections to the measure. At a time when special relief is asked because of the congested dockets of the Superior Court, this measure would increase the number of cases awaiting final disposition. The measure is one additional invitation for those who have been found guilty in lower courts to appeal their cases with the hope of securing at worst a suspended sentence, and thus the number of cases in the Superior Court would be materially increased.

In the district and municipal courts first offenders are given every opportunity to mend their ways before they are punished, and it may be proper to permit suspended sentences there as a means of compelling right living.

Every sincere endeavor to reform and to extend to erring men and women a chance to be free from a life of misdeeds has my sympathy. The recent records demonstrate that Massachusetts has gone far in the direction of leniency. In the year ending September 30, 1921, the latest date for which figures are available, the criminal courts of the Commonwealth disposed of 97,122 cases of persons who had been convicted. Of these 23,845 were placed in the care of probation officers. For the year ending September 30, 1921, the relative disposition of cases is shown, on the basis of each 1,000 convicted persons, as follows:

Committed to prison, reformatory, jail, house of correction, or juvenile training school . . . . .	77
Placed on probation . . . . .	247
Fined (and fine paid) . . . . .	352
Committed for non-payment of fine . . . . .	16
Placed on file . . . . .	308

These figures are startling in showing that out of each thousand convicted, only 93 were placed in restraint, while 907 were released on fines, or put on probation, or had their cases filed. Leniency may have been justified, but apparently the result of leniency is becoming a strong factor in making crime increasingly prevalent.

With the prevalence of crimes of violence, when day after day men are shot down in cold blood by degenerates who have no regard for the lives of others, it is not an opportune time to announce to the world that our Superior Court judges may impose sentences and then immediately suspend them. The overwhelming majority of our citizens are law loving and law abiding. Their protection demands a more wholesome respect for stern justice promptly administered, and not too much deleted by wasted sympathy.

CHANNING H. COX.



VETOING A BILL REINSTATING DANIEL J. O'SULLIVAN IN THE SANITARY DIVISION OF THE DEPARTMENT OF PUBLIC WORKS OF THE CITY OF BOSTON

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EXECUTIVE DEPARTMENT, BOSTON, May 12, 1922.

*To the Honorable Senate and House of Representatives.*

I return herewith without my approval Senate Bill No. 383, being "An Act Authorizing the Reinstatement of Daniel J. O'Sullivan in the Sanitary Division of the Department of Public Works of the City of Boston."

This bill would permit without examination the reinstatement of a former employee of the city of Boston who was appointed in 1906, worked less than two years, and was then suspended. Although out of the city employ for fourteen years because of suspension it is now sought to set aside all considerations required by general law.

A similar attempt to set aside the Civil Service laws for the benefit of the same individual was defeated in 1919 by the then city officials of Boston.

The passage of this act would be in clear violation of the rights of other men who in good faith have taken and passed examinations for the position in question. It is special legislation directed at the very heart of Civil Service principles. It is special legislation which would do an injustice to others who with right have relied upon the provisions of general law with which they have been obliged to comply.

CHANNING H. COX.

## VETOING A BILL APPOINTING RICHARD WILLIAMS AS A MEMBER OF THE FIRE DEPARTMENT OF THE CITY OF QUINCY

EXECUTIVE DEPARTMENT, BOSTON, May 23, 1922.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, House Bill No. 1680, entitled "An Act providing for the Appointment of Richard Williams as a Member of the Fire Department of the City of Quincy."

By its provisions, "The chief of the fire department of the city of Quincy, with the approval of the mayor, is hereby authorized and directed to appoint forthwith Richard Williams of said city as a member of its fire department without civil service examination and notwithstanding the provisions of any city ordinance to the contrary. Such appointment shall be made on or before July first in the current year."

From time to time permissive legislation has been passed giving relief to certain individuals in meritorious cases from unduly technical requirements of the Civil Service laws. Never, however, have the officials of any city or town been arbitrarily directed by the Legislature as to the removal or employment of any individuals. Such a policy is indefensible and should not be established. It is an unwarranted interference with the rights of local governments. The people of Quincy have control over the chief of their fire department. If he does not do his duty there are adequate methods of relief.

The bill accompanying the petition asked for permissive legislation, which might have been proper. No one has attempted to justify the mandatory legislation in its present form, which represents an endeavor of the General Court needlessly to interfere in the internal affairs of a city department.

CHANNING H. COX.

## RELATIVE TO THE ESTABLISHMENT OF THE OFFICE OF DEPUTY COMMISSIONER OF BANKS

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EXECUTIVE DEPARTMENT, BOSTON, May 23, 1922.

*To the Honorable Senate and House of Representatives.*

The work of the office of the Commissioner of Banks in Massachusetts has increased materially during the past few years. Legislation passed this year has greatly increased the work of that department. It seems not only highly desirable but necessary that a Deputy Commissioner of Banks be appointed.

The Bank Commissioner's office now has more than one hundred thirty employees, and has the supervision of banks with larger assets than any other Bank Commissioner in the United States, with the exception of the State of New York, where the Superintendent of Banks has four deputies. I believe there is no important State in the Union which does not have at least one deputy.

In this important department, having supervision over the savings of so many people and supervision of so many banking institutions, and with a large volume of detail, it is apparent that its affairs could be conducted more economically and more efficiently with the aid of a Deputy Commissioner of Banks. Therefore I recommend the establishment of the office of Deputy Commissioner of Banks, to be appointed by the Commissioner, with the consent and approval of the Governor and Council.

CHANNING H. COX.

## RELATIVE TO SECURING COMPETITIVE BIDS FOR STATE PRINTING AND BINDING AND TO AWARDING A CONTRACT

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EXECUTIVE DEPARTMENT, BOSTON, May 24, 1922.

*To the Honorable Senate and House of Representatives.*

The contract for the execution of all printing and binding for the several departments of the Commonwealth for a period of five years, under authority of chapter 128, of the Resolves of 1917, expires July first next. A similar resolve authorizing a new contract has failed of passage in the present session. Contracts for the purchase of paper used in State printing expire June first next.

For the past sixty-five years, at five-year intervals, resolves have been passed authorizing State printing contracts. Chapter 9, section 14, of the General Laws, directs that the Secretary of the Commonwealth shall purchase at the lowest market prices the paper used in the execution of the contract for State printing. Chapter 5, section 1, of the General Laws, provides that "The state secretary shall supervise the state printing, and all publications by the commonwealth shall be printed and distributed under his direction unless otherwise provided."

The Attorney General has given an opinion that in the event of the failure to authorize a general contract the Secretary is charged with the supervision of all State printing and the printing and distribution of all publications, but the scope and application of the word "publications" will have to be decided in each case. Any such contract made by the Secretary must be limited in term to one year and in amount to the appropriation made by the General Court to cover the expense thereof in each office or department. He further advises that the statute as to the purchase of paper in such event would become inoperative and that paper used



in State printing would be purchased by the printers in accordance with the usual commercial custom. It therefore seems urgent that legislation should be enacted at the present session in order that the State printing be done to the best advantage.

I recommend that proper State officials be authorized to secure competitive bids for the State printing and binding and to award a contract to the lowest bidder.

CHANNING H. COX.

## SUBMITTING SUPPLEMENTARY BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, May 27, 1922.

*To the Honorable Senate and House of Representatives.*

In conformity with the provisions of the Constitution, which provide that "the Governor may at any time recommend to the general court supplementary budgets," I herewith submit supplementary budget recommendations amounting to \$1,095,585.91, exclusive of the metropolitan districts.

The sums recommended at this time include amounts made necessary by new legislation, and make allowance for pending legislation as well as for certain needed improvements and matters not already provided for, and are those suggested by the Supervisor of Administration after a review of the several propositions.

### REVENUE

To provide for appropriations already made, and to cover the items contained in this budget, a State tax of \$12,000,000 will be required in addition to the ordinary revenues of the commonwealth.

### QUINCY ARMORY

Recommendations of the Supervisor of Administration include an item of \$75,500. The original estimates for taking the land and constructing the building called for \$153,500. I am of the opinion that substantially that amount will be required for an armory to meet the needs of Quincy, so that any appropriation made this year, within the recommendations of the Supervisor of Administration, should be made provisionally upon an additional appropriation to be made in 1923. It seems probable that \$75,500 will cover the payments to be made for the present fiscal year.

## TERMS OF CERTAIN BOND ISSUES

Chapter 380 of the acts of the present year authorizes an additional issue of bonds, to the amount of \$280,000, for building the Neponset bridge, so called. As required by section 3 of Article LXII of Amendments to the Constitution, I recommend that the term of bonds for this work be for not exceeding forty years.

There is also legislation pending relative to an expenditure for enlarging the Harvard Square platform of the Cambridge Subway. It is proposed to finance the construction of this enlarged platform by the issue of bonds, and under the provisions of the Constitution I recommend that the term be for not more than fifty years, in conformity with the terms of bonds issued under authority of chapter 369 of the Acts of 1919, being the act authorizing the purchase of the Cambridge Subway by the Commonwealth.

The Supervisor of Administration reports recommending certain expenditures for extensions of sewerage systems. In so far as these extensions are financed by the issue of notes or bonds, I recommend under the provisions of the Constitution that the term be for not more than forty years.

CHANNING H. COX.

For details of supplementary budget recommendations see House, No. 1740 of 1922.

For legislation see Acts of 1922, chapter 546.

## RELATIVE TO AN APPROPRIATION FOR SECURING CERTAIN RELICS FROM THE OLD PROVINCE HOUSE

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EXECUTIVE DEPARTMENT, BOSTON, May 31, 1922.

*To the Honorable Senate and House of Representatives.*

In the process of demolishing the Old Province House a brick chimney has been revealed which is said by architects to be one of the best in America, from a strictly architectural viewpoint. It is said to be a survival of the true Tudor architecture.

I have been urged to recommend that the Commonwealth take action to preserve some substantial relic from the Old Province House and I therefore recommend that the Art Commission, with the approval of the Governor and Council, be authorized to secure a section of the brick wall, showing the beautifully laid English bond and texture, such fragment being not more than six feet square, which could be set up as a panel in the wall of the present State House or in any extension of the present building. The fragment could be kept in storage until such time.

In addition, I recommend that similar authority be given for the acquisition of an entire fireplace from the Old Province House, preferably that from the principal room where the Council met and which was the scene of receptions and all important ceremonies connected with the Governor's Office for almost one hundred years. The fireplace could be preserved in a new State Library or Supreme Court building, or in any extension of the State House, and in the meantime could be stored.

I make these recommendations not alone because of the historical interest in the Old Province House, but also because of the great architectural beauty of the relics which would be preserved by such action. If these recommenda-



tions meet with favor immediate action is necessary as the building is rapidly being torn to pieces.

It is estimated that the cost of securing the section of the chimney and the fireplace and moving them to the State House would be \$1,500, and I therefore recommend an appropriation in that amount.

CHANNING H. COX.

RELATIVE TO OFFER WITH FURTHER REFERENCE  
TO SECURING CERTAIN RELICS OF THE OLD  
PROVINCE HOUSE

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EXECUTIVE DEPARTMENT, BOSTON, June 6, 1922.

*To the Honorable Senate and House of Representatives.*

In a recent message a special appropriation of fifteen hundred dollars was recommended for the purpose of preserving one of the fireplaces and a small section of the chimney in the Old Province House which is being demolished.

The Chairman of the Art Commission advises that the proprietors of the new theatre which is to be erected on the site of the Old Province House have offered to preserve two and if possible three of the fireplaces, together with a portion of the old chimney, within the new theatre building, where they will be cherished as historic memorials.

It is evident that the object of the proposed legislation now pending may be accomplished in larger degree than contemplated, without any cost to the Commonwealth. Therefore, further action by the General Court to insure the preservation of these memorials seems unnecessary.

CHANNING H. COX.

## VETOING A BILL REINSTATING JAMES KELLY IN THE INSTITUTIONS DEPARTMENT OF THE CITY OF BOSTON

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EXECUTIVE DEPARTMENT, BOSTON, June 6, 1922.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, House Bill No. 1676, entitled, "An Act authorizing the Reinstatement of James Kelly in the Institutions Department of the City of Boston."

The records show that the beneficiary of this special legislation was appointed as an officer in the Institutions Department of the City of Boston, December 22, 1915. On June 1, 1918, his position was abolished and his further employment became unnecessary. On November 5, 1919, the Civil Service Commission authorized his transfer to the Police Department, subject to a non-competitive examination, which he failed to pass.

The bill, therefore, would permit the reinstatement of an individual who has been out of the service for exactly four years, while Civil Service regulations allow reinstatement after one year only.

To extend the period of reinstatement by means of special legislation would be obviously unfair to any persons who have taken the examinations in good faith and who have relied upon the impartial administration of law as their protection. The present bill which would give to one individual special privileges at the expense of breaking down Civil Service laws upon which others have a right to rely cannot be approved.

CHANNING H. COX.

## VETOING A BILL DIRECTING THE DEPARTMENT OF PUBLIC WORKS TO PROVIDE FOR THE CON- STRUCTION OR IMPROVEMENT OF CERTAIN ROADS

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EXECUTIVE DEPARTMENT, BOSTON, June 8, 1922.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1690, entitled "An Act Directing the Department of Public Works to provide for the Construction or Improvement of Certain Roads."

The bill directs the Department of Public Works to request the 1923 appropriations totaling \$153,000 for the construction or improvement of seven specified roads. Without considering particularly the merits of each project the bill represents a combination of seven special road bills. Special road bills usually serve local and private interests and have little state-wide value. Special road bills not infrequently pay tribute to the influence and popularity of a particular legislator. When several special bills are combined in an omnibus bill the result is a multiplication of evils. Similar Federal legislation has been roundly criticized and given an opprobrious title because the interests of individuals and localities are served rather than the Nation. Happily no such legislation has been enacted here in recent years.

In the early days of constructing our State highways, small sections were built in different parts of the Commonwealth. The result of this early policy is still evident in many disconnected sections of highway built under State aid, with no definite object such as through highway service should render. When the first through routes of State roads were built, they provided a connection between some important center and its rural communities, seldom marking distances in excess of five miles. The automobile has changed this, and today the road of service must cover at least a fifty



mile zone for heavy traffic, and a one hundred mile zone for passenger traffic.

The burden thus placed upon the Commonwealth is enormous and has been met in recent years by heavy expenditures. In the past five years the Commonwealth has expended \$23,900,000 for construction and reconstruction of highways.

In this same period there has been expended for maintenance an increasing amount from year to year, until in 1921 the State's portion of this burden amounted to \$2,214,000. Illustrating the manner in which this cost has been constantly growing, largely on account of the heavy traffic using the highways, the average cost per mile for maintenance has increased from \$420 in 1917 to \$860 in 1921. In this same five year period more than \$100,000,000 raised by direct taxation in cities and towns has been expended for local highways.

Legislation passed in 1900, 1910 and 1915 has provided available funds for special work in small towns; for co-operative work between State, county and towns; and for special routes in the western counties. In the last five years, under this policy of State aid to poorer communities by special consideration, in addition to the method of contributing to communities that are located within the territory to be covered by the through routes where State highways have been established, the Commonwealth has expended for this special work \$4,402,131.

The Commonwealth has recognized its responsibility that each of these roads should be a part of a general highway system, and the record of expenditures clearly shows full recognition of the importance of bringing rural communities into closer touch with important centers. This policy of highway development once established has been followed through several administrations. Its worth has been further emphasized during the past year by Federal legislation allowing money to be expended only upon definite routes, ultimately to become either through interstate routes or secondary routes to tie to these through routes, communities needing special service directly associated with the through routes.

The Commonwealth has created a Department of Public Works for the purpose of co-ordinating this work so that it may be in harmony with town and county activities and in turn be in harmony with the Federal government. The demands upon the State Department at the present time represent a call for an annual expenditure of more than six times the funds available. Obviously many of these demands cannot be met, and certain special projects must be deferred, and those which seem to be least desirable from the standpoint of becoming a part of a definite highway system must be postponed until more important roads have been constructed.

The Commonwealth has not been niggardly in its highway program. In recent years the Commonwealth has wisely made its annual expenditures for highways from current revenue, with no bond issues and no deferred payments. The wisdom of this course is demonstrated every year in comparing the diminishing debt for highway construction in Massachusetts with the increasing burden for highway construction in many other States. The department having responsibility for the distribution of available funds may occasionally err in its judgment of roads selected, but certainly there must be some agency which shall be a responsible clearing house for these large activities, and this agency must be allowed to exercise its best judgment if each year's expenditures are to contribute to a definite progressive result over a period of years.

There is abundant evidence that the program of construction and aid carried on by the Department of Public Works has this purpose in view. It is fair to assume that projects which have sufficient merit to commend themselves to the General Court after careful consideration would be approved by the Department of Public Works within a short time.

Several of the routes proposed have merit. All of them are included in studies that have been made by the Department of Public Works for highway improvement. Work upon some of them will be undertaken within the next two years. All of them represent parts of routes that are desirable and worthy of the best possible consideration that the State can afford whenever funds are available.

But there is a more serious principle involved in this type of legislation, in giving to the Legislature administrative functions in addition to legislative responsibilities.

If the time has come for the Legislature to fix definitely a program of highway construction that shall become an order upon the State Department in charge of such work, representing the will of the majority of the Legislature as distinct from a definite program of highway construction for State-wide service, the roads to be approved and the program to be endorsed should not be restricted to a few routes named in the bill presented. It would be most unfair to other towns equally deserving of State aid, and in many cases having highways forming a part of more important routes, to approve the limited group thus endorsed.

The Commonwealth faces an increasingly serious problem in the requirement for large expenditures upon the highways of the Commonwealth to meet the increasing demands put upon them by the present type of travel. Motor vehicles of all kinds have so increased in number, and, because of their number and weight, in their destructive results upon the highways, that each year finds the Commonwealth falling behind in its ability to match highway needs with highway funds.

The Legislature has not seen fit to increase the fees to be paid by the largest users and beneficiaries of improved highways, — the motor operators. A most careful analysis of the developing conditions demonstrated that the increasing demand for improved highways could be met only by increasing the amount of funds available.

A careful study of the demands that now exist, with no reference to the continued increase in motor vehicles and the corresponding destruction of roads, shows that the Commonwealth has an actual need for an expenditure of ten dollars for every seven dollars available. In other words, the approximate \$7,000,000 available in 1921 will do but seven-tenths of the work that is necessary to keep up the present highway mileage for which the Commonwealth is responsible, and build additional roads to meet the needs of steadily increasing traffic.

Based upon the expected increased income to be received from the constantly increasing number of cars registered, it would seem that motor vehicle fees on the present basis might ultimately afford sufficient funds to balance requirements; but the record of highway costs all over the United States indicates that the demand for improved highways increases much more rapidly than the number of motor vehicles increase, and it is estimated that unless there shall be a scale of fees fixed for Massachusetts considerably higher than those now in force, Massachusetts will face within the next ten years a demand for roads that will represent a ratio of ten dollars to every five dollars that may be available from this source.

In addition to setting aside a State-wide road building policy the bill is objectionable on other grounds. The bill does not contemplate an appropriation by the present General Court. It attempts in part to determine the policy of another General Court and to control the expenditure of funds which may be available in 1923. Such a course is contrary to the intent of the executive budget now in its third year of operation and under which the people are coming to find relief in lower taxes. After the consistent support which the present General Court has given to a sound financial program, no serious departure must be permitted in the closing days of the legislative session.

CHANNING H. COX.



## RECOMMENDING AN AMENDMENT TO A BILL REGULATING THE OPERATION OF AIRCRAFT

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EXECUTIVE DEPARTMENT, BOSTON, June 8, 1922.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill, No. 1626, entitled "An Act Regulating the Operation of Aircraft," with the recommendation that it be amended as follows:

In section fifty-one by striking out the words "gathered for the purpose of witnessing any contest or exhibition" and inserting after the word "any" the words "open air", so that the first sentence of said section fifty-one shall read — "No aircraft shall be operated over any open air assembly of persons, except by special permission of the Registrar."

Recent unfortunate experience has shown the danger of air flights over assemblages for memorial services and other public meetings, and the possibility of similar danger in Massachusetts should be prevented.

CHANNING H. COX.

# VETOING A BILL DIRECTING THE DEPARTMENT OF PUBLIC WORKS TO PROVIDE FOR THE FUR- THER CONSTRUCTION OF A CERTAIN HIGH- WAY IN THE TOWNS OF RUTLAND AND HOL- DEN

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EXECUTIVE DEPARTMENT, BOSTON, June 8, 1922.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1744, entitled "An Act directing the Department of Public Works to provide for the Further Construction and Improvement of a Certain Highway in the Towns of Rutland and Holden."

Regardless of the merit of the particular highway contemplated, the bill presents a departure from a wise policy of state-wide road building which has been established, and to which extended reference was made in a message under date of June 8, when House Bill No. 1690 was returned without my approval, and to which message in its general aspect further consideration is asked.

The bill in question is a special road bill. Federal aid could not be expected upon it as the allotment of Federal funds is based upon traffic conditions. The appropriation recommended in the bill is "a sum not exceeding fifty thousand dollars", and it might be inferred that this amount would approximate the completion of the route. Nearly six miles of road are involved in the route, much of it over mountainous country calling for expensive construction to make the road of any practical service. It is impossible to estimate the cost of construction at less than forty thousand dollars a mile. It is therefore evident that the appropriation of fifty thousand dollars recommended must be increased to nearly five times that amount to complete a highway of such service as to justify State aid. Figures are available with reference to present traffic

which show that there are many miles of road needing improvement carrying traffic greatly in excess of that which the contemplated road would be called upon to serve.

The bill also seeks to anticipate the appropriations to be made by another General Court, and on that ground is again contrary to justifiable policy.

CHANNING H. COX.

VETOING A RESOLVE PROVIDING FOR THE PREPARATION OF PLANS FOR THE FILTRATION OF THE WATERS OF LAKE COCHITUATE AND THE SOUTH SUDBURY SYSTEM

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EXECUTIVE DEPARTMENT, BOSTON, June 8, 1922.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, Senate Resolve No. 497, entitled, "A Resolve providing for the Preparation of Plans by the Metropolitan District Commission for the Filtration of the Waters of Lake Cochituate and the South Sudbury System".

The resolve, as its title indicates, directs the Metropolitan District Commission to prepare plans for the filtration of the waters of Lake Cochituate and the South Sudbury System and to submit such plans with estimates of cost to the next annual session of the General Court, with drafts of such proposed legislation as may be necessary to carry out such plans.

The resolve carries no appropriation for the required work. Adequate and proper filtration systems will probably cost from \$2,500,000 to \$3,000,000. The city of Cambridge is now spending \$725,000 on a filtration system to care for about one-quarter the amount of water contemplated in the present resolve. It is estimated that to build a filter for Lake Cochituate alone would cost \$1,000,000 and the South Sudbury waters are several times larger than Cochituate. On the basis of a total cost of \$3,000,000 for filters the probable cost of complete plans and estimates, on a 2 per cent basis, would be \$60,000. It is not likely, in any event, that reliable plans could be prepared for less than \$40,000. If the work is attempted it should be done in the best manner and the problems are of such a nature that they should receive the most



careful study possible by the best engineers in the Commonwealth.

It is not necessary, however, to begin this year the preparation of plans for filtration. The storage reservoirs are full. No water has been drawn from the South Sudbury System for eleven years. The total consumption of water in 1921 in the Metropolitan Water District was less than in 1908 or 1909.

The question of filtering portions of the Metropolitan water supply is interwoven with the other problems considered by the State Department of Public Health and the Metropolitan District Commission, sitting jointly, and logically the question of filtration should go with the other problems which have already been referred to the next annual session. Otherwise, the Metropolitan District Commission might decide the various questions involved in a manner contrary to the opinion of the State Department of Public Health, in which event little progress will have been made. There is a wide difference of opinion among experts on the merits of various methods of filtration.

It has been suggested that plans may be prepared for temporary or emergency filters and that the cost would be comparatively small, but it is to be assumed that the Legislature desires a real and not a makeshift solution of the problem of filtration.

CHANNING H. COX.

VETOING A RESOLVE TO PAY TO THE WIDOW OF  
THE LATE REPRESENTATIVE WALTER S. HALE  
THE BALANCE OF THE SALARY TO WHICH HE  
WOULD HAVE BEEN ENTITLED FOR THE CUR-  
RENT SESSION

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EXECUTIVE DEPARTMENT, BOSTON, June 10, 1922.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Resolve No. 1736, entitled, "Resolve providing for the Payment to the Widow of the Late Representative Walter S. Hale of the Balance of the Salary to which he would have been entitled for the Current Session."

Other measures with similar purpose have previously become law, but their constitutionality has been questioned. It is now apparent from an opinion rendered by the Attorney General, copy of which I am enclosing, that the present Resolve is unconstitutional. Special attention is directed to its concluding paragraph which is as follows:

The present resolve directs that the balance of the salary to which a deceased member of the House would have been entitled had he lived shall be paid to his widow. It contains no statement of any public purpose to be furthered by such payment. Even if it were permissible to infer what the Legislature has not chosen to determine and declare, no public purpose appears by inference. The sum paid increases in proportion to the service which has *not* been rendered and diminishes in proportion to the service which *has* been rendered. A payment which is inversely as the service rendered can scarcely be intended as a reward for conspicuous and meritorious service. It does not appear, and I cannot believe, that a payment of unearned salary is intended to inculcate loyalty and patriotism among the members of the House or to stimulate the citizens to volunteer for legislative service. These considerations compel the conclusion that the resolve authorizes a private gratuity rather than an expenditure for a public purpose. I am therefore constrained to advise you that in my opinion it is unconstitutional.

CHANNING H. COX.

For the opinion of the Attorney General see House, No. 1778, of 1922.

## RELATIVE TO GIVING THE GOVERNOR, WITH THE ADVICE AND CONSENT OF THE COUNCIL, POWER TO APPOINT A FUEL ADMINISTRATOR

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EXECUTIVE DEPARTMENT, BOSTON, 13th June, 1922.

*To the Honorable Senate and House of Representatives.*

My attention has just been called to a meeting of the Fuel Administrator and his Advisory Committee held on yesterday, when it was the unanimous opinion of those present that the present coal strike emergency may develop a situation where definite powers to regulate the distribution and price of coal will be necessary.

The statute under which the Fuel Administrator is now acting, namely, chapter 343, Acts of 1922, is a continuance of the powers of chapter 325 of the Acts of 1921, which act specifically repealed the powers given to the Fuel Administrator under the "Defence of the Realm Act of 1917."

The Special Commission on the Necessaries of Life called this matter to the attention of the General Court in its report January, 1922, — House Document No. 1400, page 95, in its fifth recommendation under "Emergency Measures."

The period of post-war adjustment will be indefinite and there will be recurring dangers of sudden emergencies confronting the Commonwealth. The twice-threatened railroad strike and the unsettled transportation situation are good examples of these emergencies. Therefore the Commission recommends —

That in a period of emergency, or threatened emergency, the Governor be authorized to appoint food, fuel and other administrators, with the advice and consent of the Executive Council. Should the necessity arise, these administrators ought to have definite power to act, similar to that provided in the Commonwealth Defence Act of 1917, which expired with the termination of the war. In order for such administrators to be effective it is necessary that pertinent food and fuel statistical data and general information be currently compiled by the proper State Department, and be available for immediate use.

No legislation has been passed in accordance with this recommendation.

The Fuel Administrator as Chairman of the Commission on the Necessaries of Life has no power to control either price or distribution, nor the power to seize coal if necessary, and is limited to the use of moral suasion and publication of facts.

In view of the possible emergency which might bring suffering to the people of the Commonwealth, it is recommended that legislation at this session be enacted, giving the Governor, with the advice and consent of the Executive Council, power to appoint a Fuel Administrator with definite power to act, similar to that provided in the Commonwealth Defence Act of 1917.

CHANNING H. COX.



## RELATIVE TO PARDONS

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EXECUTIVE DEPARTMENT, BOSTON, January 8, 1923.

*To the Honorable Senate and House of Representatives.*

In accordance with the provisions of chapter 127, section 152, of the General Laws, I transmit herewith a list of the pardons granted by me, with the advice and consent of the Council, during the year 1922.

Of the five pardons granted, three were from the State Prison and two from Houses of Correction.

CHANNING H. COX.

For description of pardons see Senate, No. 29, 1923.

## SUBMITTING BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, January 19, 1923.

*To the Honorable Senate and House, of Representatives.*

As required by the Constitution, I submit herewith budget recommendations for the current fiscal year showing the probably required expenditure of \$43,267,708.39. The increased population in our institutions and the present high price of coal add about \$600,000 to the cost of maintenance of the institutions as compared with last year. It has been necessary to include over \$200,000 to meet the requirements of legislation passed in 1922.

The item for highways has been largely increased. Due regard for the safety of the traveling public seems to make such a course necessary. There probably will be seventy thousand more cars registered in this State in 1923 than in 1922. Such increased use of the already congested highways compels the development of secondary routes and makes more evident the need of bringing to standard many sections of the present State highway system.

The suggested program of improvements for our public institutions, though smaller than last year, seems to meet reasonable requirements.

### STATE DEBT

During the past year the net direct debt of the Commonwealth has been reduced about \$5,600,000, and leaves said debt at \$23,712,611.74, the lowest figure since 1912. The contingent net debt was decreased by more than \$1,500,000. It is earnestly urged that the "pay-as-you-go" policy be followed, and my recommendations for meeting the budget do not contemplate the issue of a single bond. The rigid adherence to such a policy during the past two years has made possible a reduction in the net direct debt of over \$11,000,000 a record without parallel in the financial history of the Commonwealth.

## REVENUES

The estimated revenue for the general fund during the current year, with certain cash balances in the treasury at the beginning of the year, is about \$12,000,000 less than the recommendations and reserves contained in this budget.

I therefore recommend that a State tax not exceeding \$12,000,000 be levied upon the cities and towns. This would be the same amount as was levied last year. The ever-increasing demands upon the General Court to broaden the functions and activities of government make the reduction in the State tax largely dependent upon a more equitable distribution of taxation through the levying of special service taxes wherever possible. In keeping with this general principle I renew my recommendation of last year, — that legislation be passed fixing graduated fees upon banks and individuals supervised by the Division of Banks, to make this service more nearly self-supporting. In the consideration of this budget I recommend any change in law for the readjustment of taxes to make more equitable the burden of government.

The present revenue from motor vehicle registration fees is barely sufficient to carry out a highway program which permits Massachusetts to derive the fullest benefit from Federal appropriation. In view of the increasing strain upon our avenues of transportation, fair dealing with future administrations seems to require increased revenue for highway construction and development. Again I urge consideration of a tax upon gasoline used in road motor vehicles only, as it is evident that gasoline used for manufacturing purposes or to propel motor boats is not fairly the subject of a tax for highways.

The purpose of the Executive budget is to include in one plan and document all proposals for expenditure for the coming year. If anything is left out the picture is incomplete. It has not been deemed wise to restrict members of the General Court in filing petitions and bills. There is one official loophole, however, which ought to be repaired at once. Each year the General Court provides for in-

vestigations by special committees or commissions or by regular State departments. These investigations often result in recommendations for large expenditures; for example, this year the Department of Health has recommended great changes in our method of dealing with the problem of tuberculosis. The Metropolitan District Commission has recommended the construction of the Old Colony Boulevard at an expense of several millions. A special commission has recommended a new traffic route from the Harvard Bridge to Somerville, at an expense of more than \$2,000,000. The budget law should be amended so that all recommendations for expenditure by special commissions as well as by regular State departments should be filed with the budget authorities on October 15, or else action upon such recommendations be postponed until the next regular session of the General Court.

In order to hold the State tax to \$12,000,000 the utmost care on the part of the General Court must be exercised and real economy by all executive departments must be observed. Your careful scrutiny of the items recommended in this budget is earnestly desired.

CHANNING H. COX.

For detail of budget recommendations see House, No. 1000, 1923.

For legislation see Acts of 1923, chapter 126.



## RELATIVE TO AUTHORIZING THE SEIZURE AND DESTRUCTION OF UNFIT COAL

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EXECUTIVE DEPARTMENT, BOSTON, February 26, 1923.

*To the Honorable Senate and House of Representatives.*

The continuing shortage of anthracite coal and the attendant high price and difficulty of equitable distribution constitute the most pressing problem which immediately affects the people of the Commonwealth today. My recent inaugural message discussed the question at some length and expressed the hope of Federal legislation which would deal with coal at its source, by establishing a standard for coal and by preventing speculative resales. Since that time a Massachusetts representative in the Senate has introduced a bill to establish a standard for coal, and other Massachusetts representatives have petitioned for legislation to prevent exportation to foreign countries. These measures have not however become laws. Massachusetts is helpless except as to coal which has actually reached the Commonwealth. The Emergency Fuel Committee, acting through the Emergency Fuel Administrator, has extended its organization throughout the State, and in every city and in practically all the towns there are local Fuel Administrators, who have done whatever possible to prevent profiteering and to ensure fair distribution to all consumers. These agents are giving their time without any compensation, and are doing what they can to relieve distress.

The Fuel Administrator calls attention to a new phase of the situation which is becoming acute. More and more coal is being brought into Massachusetts which is unfit for ordinary use. No good citizen should be compelled to pay high prices for coal which will not burn. Legislation to prevent the sale of such impure coal in a time like this seems as fully justified as laws which prevent the sale of unfit food. The

Attorney General, as the result of various complaints of the sale of unfit coal has advised that there is not sufficient law at present to meet the situation adequately.

I therefore recommend the enactment of legislation which will authorize the seizure and destruction of unfit coal, and which will make possible the prosecution of those who offer such coal for sale. Believing the need of such legislation to be urgent, and confident of your desire to give the people immediate necessary relief, I have asked the Attorney General to draft a bill to accomplish these purposes. The bill prepared by the Attorney General is submitted herewith in the earnest hope that it may facilitate immediate action to meet an emergency.

CHANNING H. COX.

VETOING A BILL PROVIDING THAT ASSISTANTS  
EMPLOYED BY CUSTODIANS OR JANITORS IN  
PUBLIC SCHOOL BUILDINGS OF THE CITY OF  
BOSTON BE EXEMPT FROM CIVIL SERVICE  
LAWS AND RULES

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EXECUTIVE DEPARTMENT, BOSTON, March 10, 1923.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 673, entitled "An Act Providing that Assistants employed by Custodians or Janitors in Public School Buildings of the City of Boston be exempt from Civil Service Laws and Rules."

Such assistants are not now under Civil Service Laws and Rules, and from the nature of their employment cannot be made so. They are not public employees, but are employed, and paid, by the custodians or janitors. The number of such assistants varies from time to time, some being employed for only a few hours each day, and for only a few weeks each year, depending upon the amount of work to be done. Since they are not public employees the legislation is unnecessary, and for that reason should be rejected.

CHANNING H. COX.

## RECOMMENDING AN AMENDMENT TO A BILL TO PROTECT WITNESSES UNDER THE AGE OF SEVENTEEN AT TRIALS FOR CERTAIN CRIMES

EXECUTIVE DEPARTMENT, BOSTON, March 24, 1923.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1219, entitled "An Act to Protect Witnesses under the Age of Seventeen at Trials for Certain Crimes," with the recommendation that it be amended as follows:

In section sixteen A by striking out, in lines four and five, the words "crime involving moral turpitude" and inserting after the word "other" the words "similar crimes", and by striking out in line eight, the word "shall" and inserting after the word "court" the word "may" so that section sixteen A shall read: — *Section 16A.* At the trial of a complaint or indictment for rape, incest, carnal abuse or other similar crimes, where a minor under seventeen years of age is the person upon or against whom the crime is alleged to have been committed, or at the trial of a complaint or indictment for bastardy, where the mother of the child whose maternity is in question is such a minor, the court may exclude the general public from the court-room, admitting only such persons as may have a direct interest in the case.

The purpose of the measure as enacted is a worthy one, and should command general approval. The Attorney-General has at my request given the measure careful study and has grave doubts as to its constitutionality in the present form. The proposed bill is undoubtedly intended to be in the interest of public morals and for the protection of minors from the vulgar and obscene and from public degradation. The bill however goes further and would apply to all crimes involving moral turpitude. "Moral turpitude" as legally defined includes everything done contrary to justice, honesty, modesty or good morals. To deny defendants the right of a



public trial in cases where the general welfare would in no way be promoted is too wide a departure from the general rule. A statute giving the presiding judge the discretion to exclude the public in cases where the general welfare would be promoted ought to be sufficient, and is evidently as far as the legislature may proceed within the constitutional limitation.

CHANNING H. COX.

## RECOMMENDING AN AMENDMENT TO A BILL AUTHORIZING DOMESTIC CORPORATIONS, VOL- UNTARY ASSOCIATIONS AND PARTNERSHIPS TO BECOME LIMITED MEMBERS OF CREDIT UNIONS

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EXECUTIVE DEPARTMENT, BOSTON, April 7, 1923.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1309, entitled "An Act Authorizing Domestic Corporations, Voluntary Associations and Partnerships to become Limited Members of Credit Unions," with the recommendation that the Bill be amended as follows:

By striking out in line ten of section one the words "any member" and inserting therefor the words "all members."

The bill as amended would allow corporations, voluntary associations or partnerships to become members of a credit union, provided the total payments by all members of this class shall not exceed 25 per cent of the assets of the credit union. While it may be argued that credit unions were established for the purpose of promoting thrift and encouraging saving among individual persons, it may be desirable, nevertheless, that corporations or voluntary associations composed of members who have some affiliation or particular interest in a credit union should make available for the use of the union some of their accumulated savings in order that the credit union might be of service to a larger number of worthy borrowers.

A credit union, however, should not be called upon to make large payments unexpectedly, and they should be safeguarded to the extent that not more than 25 per cent of their assets should be subject to the control of corporations or voluntary associations which presumably would have deposited large sums in comparison with the other individual members of the union.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A BILL  
FURTHER REGULATING THE RIGHT OF NON-  
RESIDENTS TO OPERATE MOTOR VEHICLES

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EXECUTIVE DEPARTMENT, BOSTON, 5th May, 1923.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith Senate Bill No. 325, entitled "An Act Further Regulating the Right of Non-residents to Operate Motor Vehicles within the Commonwealth," with the recommendation that it be amended as follows:

By adding at the end of section three A, — "provided, however, that such service shall not be sufficient unless notice that legal process has been served upon the registrar and a copy of such process are sent by the plaintiff to such non-resident by registered mail, postage prepaid, and the return receipt of such non-resident is obtained prior to the filing of the declaration."

The commendable purpose of this section is to enable residents of Massachusetts to recover judgment in our own courts for damage to person or property caused within this Commonwealth by automobiles operated by non-residents. The section in its present form, however, would permit such judgments to be obtained in some cases against non-residents who might have no notice of the existence of a suit against them. Although a car of a non-resident might be stolen and driven into this Commonwealth without knowledge of its owner, nevertheless, judgment might be obtained against such blameless non-resident while he never had any knowledge that he had been sued. It is of the utmost importance that full faith and credit be given judgments of Massachusetts courts in the courts of other States, yet it is inconceivable that other States should be obliged to recognize a judgment when the person against whom it is rendered has never

had notice of the pendency of a suit against him. Such a policy would invite retaliatory legislation by other states, and our citizens in turn would be placed in an intolerable position. The suggested amendment would extend the rights of our citizens and give relief in a situation which admittedly should be corrected, and yet accord fair dealing to non-residents by giving them actual notice and opportunity to defend suits brought against them.

I also recommend the following amendment:

In section three B, strike out the first and second sentences.

This amendment to section 3 B would properly follow the suggested amendment to section 3 A. .

CHANNING H. COX.



## RECOMMENDING AN AMENDMENT TO A BILL RELATIVE TO THE BUILDING LAWS OF THE CITY OF BOSTON

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EXECUTIVE DEPARTMENT, BOSTON, May 8, 1923.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1411, entitled "An Act Relative to the Building Laws of the City of Boston," with the recommendation that it be amended as follows:

By adding at the end of the second paragraph of section eight the following words "unless a permit to do so has been granted by the city of Boston prior to the first day of May, nineteen hundred and twenty-three," so that said second paragraph as amended will read:

No wooden building, within or without the building limits, shall be moved to any position within the building limits, unless a permit to do so has been granted by the city of Boston prior to the first day of May, nineteen hundred and twenty-three.

Heretofore it has been possible to move wooden buildings within the building limits upon obtaining a permit to do so from the Building Commissioner of the city of Boston. Some permits to move buildings have already been granted; among them, one to the New England Baptist Hospital to move its present structure in order that a new one may be built in its place. Since the old building awaits merely the completion of the foundations to which it is to be moved, it seems equitable to exempt from the operation of a new law those who have acted in good faith.

CHANNING H. COX.

VETOING A BILL TO ASCERTAIN THE WILL OF  
THE PEOPLE OF MASSACHUSETTS WITH REF-  
ERENCE TO THE REPEAL OF THE EIGHTEENTH  
AMENDMENT TO THE CONSTITUTION OF THE  
UNITED STATES, ETC.

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EXECUTIVE DEPARTMENT, BOSTON, May 9, 1923.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1501, entitled "An Act to ascertain the Will of the People of Massachusetts with Reference to the Repeal of the Eighteenth Amendment to the Constitution of the United States and to the Amendment of the Federal Statutory Provisions for the Enforcement thereof."

The measure would submit to the voters of the Commonwealth at the next election the following questions:

Shall the senators from this commonwealth and the representative in congress from this district be requested to support a constitutional amendment to repeal the eighteenth amendment to the constitution of the United States, known as the "prohibition" amendment?

Shall the senators from this commonwealth and the representative in congress from this district be requested to support amendments of the federal statute, known as the "Volstead act," so changing its provisions, conformably to the eighteenth amendment to the constitution of the United States, as to permit the manufacture, transportation and sale, for beverage purposes, of beer, wine and other beverages containing a greater percentage of alcohol than is at present permitted by said provisions?

These questions have no bearing upon possible legislative action in Massachusetts, but seek merely an expression of opinion with reference to the Federal Constitution and a Federal statute. Massachusetts cannot alone effect a change in either. No substantial conclusion could be accomplished as a result of action contemplated under the bill. The final result would be a futile expression of opinion.

The eighteenth amendment to the constitution of the United States, and commonly referred to as the "prohibition" amendment has been declared fully and finally adopted and is an integral part of that constitution, as much a part of it as any other provision which it contains. Those who feel that the constitution should be amended in any particular have a legal and proper method of procedure, and no legislation on the part of Massachusetts is needed to enlarge upon that method.

While the proposed questions are clear, and free from ambiguity, the bill, nevertheless, assumes that the federal statute, commonly known as the "Volstead Act," may be legally amended so as to permit the sale of beer, wine, and other beverages containing a greater percentage of alcohol than is at present permitted. There is grave doubt whether such action could be taken without violation of the constitutional prohibition of the eighteenth amendment. No Representative of Congress from Massachusetts should be asked to do something which may be in violation of the constitution which he has sworn to uphold. The answers to the questions asked in the bill might add further uncertainty and do nothing to clarify.

The people of the congressional districts of Massachusetts have the opportunity of questioning their own representatives. They have the right to know where candidates seeking their support stand upon important issues. Prohibition is an important issue and any candidate for legislative office ought to take his position squarely on that issue. Invariably he does so and the election of a Congressman furnishes a far more direct expression of the people of a district than the perfunctory reply to two questions which must be answered "Yes" or "No."

Whether a person approves the eighteenth amendment or not, whether he thinks the Volstead Act wise or absurd, he ought to stand squarely for the enforcement of the supreme law of the land. Our laws must be upheld by courts, officers, and the combined sentiment of good citizens. Without any consideration of the merits of prohibition, it may be safely affirmed that it is the duty of a responsible official not alone to uphold the law but to show respect for it.

Executive and legislative approval to the mere asking of the questions whether they should be continued would indicate doubt as to the wisdom of the eighteenth amendment and of the enforcement act. Such action, however well intentioned, would, I fear, give encouragement to violators of the law and bring discouragement to those charged with the responsibility of law enforcement. This I cannot do, and therefore withhold my approval of the bill presented to me.

CHANNING H. COX.



## RELATIVE TO THE FINAL REPORT OF THE MASSACHUSETTS EMERGENCY FUEL ADMINISTRATOR

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EXECUTIVE DEPARTMENT, BOSTON, May 17, 1923.

*To the Honorable Senate and House of Representatives.*

I transmit herewith the final report of the Massachusetts Emergency Fuel Administrator and chairman of the Massachusetts Emergency Fuel Committee, during the period from August 8, 1922, to April 30, 1923, and covering the administrations of James J. Storrow and James J. Phelan, Esquires.

An examination of the report will reveal the tremendous amount of work done to lessen the hardship attendant upon the diminished supply of anthracite coal in this Commonwealth last winter.

The successful efforts of the Massachusetts Emergency Fuel Administrator and the members of the Emergency Fuel Committee, as well as the patriotic services of the local administrators, merit the gratitude of the citizens of the Commonwealth. Their work represents nine months of sustained effort to obtain as much coal as possible and to bring about its equitable distribution. The reports of the local Fuel Administrators give assurance that distress was reduced to a minimum, and also testify to the general desire of local coal dealers to coöperate in a trying time. The Women's Committee likewise rendered splendid service.

I call your attention to the recommendations of the Committee, to be found on pages fourteen and fifteen of the report.

The Emergency Fuel Administration is to be commended for the economical conduct of its affairs. The Administrator and his principal assistants served the Commonwealth without compensation. The total expense as shown by the report

was \$15,255.63, of which \$10,905.28 was paid for compensation of clerks, stenographers, telephone, telegraph, postage stamps, etc. It has come to my attention that the expense of a similar administration in another State for the same period was \$312,491.

CHANNING H. COX.

## SUBMITTING SUPPLEMENTARY BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, May 21, 1923.

*To the Honorable Senate and House of Representatives.*

In conformity with the Constitution which provides that "the Governor may at any time recommend to the general court supplementary budgets," I herewith submit supplementary budget recommendations amounting to \$1,144,-190.08, excluding those for the metropolitan districts.

The sums recommended at this time include amounts made necessary by new legislation, and make allowance of \$174,-141.21 for legislation now pending.

### REVENUE

To provide for appropriations already made, and to cover the items contained in this budget, a State tax of \$12,000,000 will be required in addition to the ordinary revenues of the commonwealth.

### STATE PRINTING

While the state printing contract does not expire until July first, 1924, the problem involved in printing and binding for all departments of the Commonwealth is so important that action should be taken by the General Court at this session. The expenditures for printing are now approximately \$800,000 per year.

It has been the policy in the past to delegate to a special commission authority for awarding a two to five years' printing contract. Such commission has usually been compelled to act within a limited time. Printing is now subject to the control of the Commission on Administration and Finance, which has already effected large savings under the present contract for printing. Fortunately it seems evident that if

opportunity be given for a thorough study of the entire subject, better terms still may be obtained.

I therefore recommend that authority be granted at this session for the Commission on Administration and Finance, subject to the approval of the Governor and Council, to make a contract or contracts or other disposition of the printing and binding for the Commonwealth which will result to best advantage.

#### TERMS OF CERTAIN BOND ISSUES

Chapter 360 of the Acts of the present year provides for the enlargement of the Harvard Square station of the Cambridge subway, and authorizes the issuance of certain bonds. As required by section 3 of Article LXII of Amendments to the Constitution, I recommend that the term of bonds for this work be for fifty years.

Chapter 365 of the acts of the present year provides for the completion by the Metropolitan District Commission of the Old Colony Boulevard, and authorizes an issue of bonds, not exceeding \$1,675,000 for the purpose. As required by the Constitution, I recommend that the term of these bonds be for twenty years.

Chapter 366 of the acts of the present year provides for the construction of a section of boulevard as a part of Furnace Brook Parkway, and authorizes the issuance of bonds to an amount not exceeding \$135,000. I recommend that the term of these bonds be for twenty years.

#### CHANNING H. COX.

For detail of supplementary budget recommendations see House, No. 1558 (unabridged).

For legislation see Acts of 1923, chapter 494.



RECOMMENDING AN AMENDMENT TO A BILL  
AUTHORIZING THE CITY OF BOSTON TO PAY  
A SUM OF MONEY TO JOHN M. CHMIELINSKI

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EXECUTIVE DEPARTMENT, BOSTON, May 25, 1923.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith Senate Bill No. 334, entitled "An Act Authorizing the City of Boston to pay a Sum of Money to John M. Chmielinski," with the recommendation that it be amended as follows:

By inserting after the word "found" in the second line, the words "by the mayor and the council of the city of Boston (and approved by the finance commission of said city)."

The bill in its present form is indefinite and there is legal doubt as to the proper tribunal to determine the amount of damages, if any, due. The suggested amendment will remove such doubt.

CHANNING H. COX.

VETOING A BILL AUTHORIZING THE CITY OF  
HOLYOKE TO PAY A SUM OF MONEY TO THE  
WIDOW OF THOMAS E. POWERS

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EXECUTIVE DEPARTMENT, BOSTON, May 25, 1923.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, House Bill No. 1046, entitled "An Act Authorizing the City of Holyoke to pay a Sum of Money to the Widow of Thomas E. Powers."

I am advised by the Attorney General that the bill, if enacted, would be unconstitutional.

I enclose herewith the opinion rendered to me by the Attorney General.

CHANNING H. COX.

For opinion of Attorney General see Senate, No. 410.

RELATIVE TO PARDONS

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EXECUTIVE DEPARTMENT, BOSTON, January 3, 1924.

*To the Honorable Senate and House of Representatives.*

I have the honor to present herewith, in compliance with chapter 127, section 152, of the General Laws, a report of the two pardons issued by the Governor, with the advice of the Council, during the year of my administration just closed.

Of the number thus released, both were in the State Prison. Serious illness was the controlling reason for the release of one.

CHANNING H. COX.

For description of pardons see Senate, No. 76, 1924.

## SUBMITTING BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, January 17, 1924.

*To the Honorable Senate and House of Representatives.*

As required by the Constitution, I submit herewith budget recommendations for the current fiscal year in which provision is made for the total expenditure of \$41,853,069.76. The estimated revenue for the current year together with certain available cash balances in the treasury at the beginning of this year is \$33,201,087.09, or \$8,651,982.67 less than the expenditures that now seem necessary. I recommend that this deficit plus such other sums, not to exceed \$1,348,017.33, as may be appropriated during the legislative session be met by levying upon the cities and towns a general State tax of not more than \$10,000,000 in any event. Such a State tax would be the lowest levied since 1916, prior to the entry of the United States into the World War. It is within your power to make a lower tax possible.

The departmental requests for appropriations added to those required by existing law amount to \$49,950,924.28. In order to reduce my budget recommendations to \$41,853,069.76 it has been necessary to eliminate many expenditures earnestly requested. During the past three years a liberal policy of expenditure has been followed. Equitable adjustments of salaries and wage increases have been made. Large outlays have been made for additions and improvements to our institutions, and state undertakings have been generally extended. Those who would derive special benefit from liberal State expenditures have received generous consideration. It has therefore seemed peculiarly fitting that this year those who pay the taxes should receive first and sympathetic consideration. It is desirable to relieve our citizens from the burdens of unnecessary taxes at all times. Our efforts in this direction should be redoubled this year owing



to the unfortunate situation which compelled the imposition of special income and corporation taxes last year in order to raise \$3,000,000 revenue with which to settle claims of double that amount for national bank taxes collected under a method declared to be unconstitutional. The special poll tax levied for the past four years to provide payments to those who served in the World War has expired by its own limitation. This relief accompanied by a straight reduction of \$2,000,000 in the State tax will, I am confident, be cordially welcomed by our citizens. In order to accomplish such reduction and if possible to reduce the State tax below \$10,000,000 I urge the most careful study of all the items in this budget, and I urge that you approach that study from the taxpayer's point of view. The General Court of 1924 will deserve to be held in gratitude by the people of Massachusetts if it makes notable progress in reducing taxation which is a burden upon every inhabitant, every home, and every gainful occupation in which our people engage. Excessive taxes drive accumulated savings to seek investments in tax exempt securities, and thereby retard our progress and development and general prosperity.

It has been necessary to increase the items for some departments as compared with last year. There will be a biennial election this year, and the Secretary of the Commonwealth requires \$275,000 more than in 1923 for that purpose. Enlarged use of our highways makes necessary an increase of about \$500,000 for the functions of the Highway Division of the Department of Public Works. The revenue from motor vehicle fees has been estimated upon the expectation that registration of motor vehicles will continue in 1924 to show the same rate of increase as in 1923. To enable the Highway Division to carry out the provisions of chapter 518 of 1922, I recommend such legislation as may be necessary to provide funds for the expenses of the work authorized by said chapter.

The maintenance for nearly all of our departments is estimated to be less than in 1923. Great savings have been made in printing costs. Important savings are expected both in the purchase and consumption of coal, and the items

included for the purchase of coal are estimated to be sufficient to furnish an adequate supply for all the institutions until April 1, 1925. Other economies have been effected, and continuing study will be given to standardization and other proper means of reducing expenditures and effecting further reductions of taxes.

Necessary projects for improving and enlarging our institutions have been recommended. It was found impossible in several instances last summer to let contracts for public buildings within the appropriations made last year. Some of these appropriations are being supplemented in this budget. More money is therefore available for building than the total recommendations of this year show. Costs of construction are now extremely high, and it does not appear prudent to provide for more than the reasonably immediate necessities.

In the past considerable sums have been expended for preliminary plans and estimates of buildings in cases where no appropriation was later made for carrying out the project. To prevent such waste, I recommend that section 7 of chapter 29 of the General Laws be amended so that approval of the Governor and Council must be obtained before any expense is incurred for such purpose.

#### ADDITIONAL REVENUE

Legislation to carry out the suggestions for additional revenue contained in the report of the Budget Commissioner transmitted with this message is recommended.

#### STATE DEBT

This budget provides \$1,416,866.25 for sinking fund requirements and for paying certain serial bonds falling due this fiscal year. Such reduction plus increases in sinking funds from income from investments in 1924 would leave the net direct debt on November 30, 1924, at the lowest amount since 1908. Interest requirements this year are \$250,000 less than last year, clearly showing the benefit of a pay-as-you-go policy. I most earnestly urge a continuance of the policy of the past three years and that no state bond issue whatsoever be authorized.

I believe that the financial policy herein presented is sound and meets the proper requirements of the Commonwealth for the fiscal year. In large measure it reflects the courage and devotion of men called into the public service against their own wishes, and who have labored diligently and successfully to protect the public against the mounting cost of transacting the Commonwealth's business. I refer to the members of the Commission on Administration and Finance and their associates.

CHANNING H. COX.

For details of budget recommendations see House, No. 1100, 1924.

For legislation see Acts of 1924, chapter 126.

RECOMMENDING AN AMENDMENT TO A BILL  
RELATING TO CERTAIN MEETINGS IN THE  
TOWN OF FLORIDA

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EXECUTIVE DEPARTMENT, BOSTON, 22nd January, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 647, entitled "An Act relating to Certain Town Meetings in the Town of Florida," with the recommendation that it be amended as follows:

By striking out section 1 and substituting therefor the following:

SECTION 1. All votes and all action taken at the annual town meeting of the inhabitants of the town of Florida held February fifth, nineteen hundred and twenty-three, and the meeting of the inhabitants of said town held November twenty-fourth, nineteen hundred and twenty-three, shall no longer continue in force and effect.

And also to comply with the foregoing, section 2 should be amended by inserting after the word "office" in the fifth line the following: — "if and so far as invalid," — so as to read as follows:

SECTION 2. The acts of the persons purporting to hold office in said town by virtue of the action taken at said meeting of February fifth, nineteen hundred and twenty-three, which were performed in course of the duties of such office, if and so far as invalid, are hereby confirmed and made valid to the same extent as if said persons had been legal officers of said town, notwithstanding the provisions of section one.

The Attorney General has advised that in his opinion section 1 of the bill as it now stands, if enacted, would be unconstitutional. To declare town meetings and the action taken thereat "null and void" is to declare such meetings to be illegal. Whether such meetings and action were illegal



is a judicial question, calling for a judicial determination. Article XXX of the Declaration of Rights of the Constitution provides in part that "the legislative department shall never exercise the . . . judicial powers."

In order that the question of constitutionality may be avoided and that there be no defect in the form of the bill, I recommend the adoption of the amendments submitted by the Attorney General.

CHANNING H. COX.

## RELATIVE TO AN INVESTIGATION OF THE GASOLINE INDUSTRY

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EXECUTIVE DEPARTMENT, BOSTON, 31st January, 1924.

*To the Honorable Senate and House of Representatives.*

The recent advances in the price of gasoline, at a time of year when it is least used, is of direct concern to the great body of our citizens.

For the reason that gasoline is not one of the necessities of life, although it is so commonly used that it has bearing upon the cost of many of those necessities, the Special Commission on Necessaries of Life reports that it has not sufficient authority to investigate the condition of the gasoline industry and the increases in price.

The Attorney General in his annual report, after calling attention to the effort of the National Association of Attorneys General to investigate the alleged price manipulation of petroleum and its products, recommends consideration by the Legislature of the advisability of broadening the authority of the Commission on the Necessaries of Life, so that it may inquire into all matters relating to the production, transportation, distribution and sale of gasoline and refined petroleum products, and into all facts and circumstances relating to the cost of production, wholesale and retail prices, and the methods pursued in the conduct of the business of any persons, firms or corporations engaged in the production, transportation or sale of gasoline and refined petroleum products.

In view of the situation which confronts our citizens at the present time, I urge the immediate adoption of the recommendations made by the Attorney General and that the Special Commission on Necessaries of Life be given authority to start at once an investigation of the condition of the gasoline industry.

CHANNING H. COX.

**RECOMMENDING AN AMENDMENT TO A BILL  
AUTHORIZING THE APPOINTMENT AS SPECIAL  
POLICE OFFICERS OF AGENTS OF THE ANIMAL  
RESCUE LEAGUE OF BOSTON AND OF THE  
BOSTON WORK HORSE RELIEF ASSOCIATION**

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EXECUTIVE DEPARTMENT, BOSTON, March 14, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1051, entitled "An Act Authorizing the Appointment as Special Police Officers of Agents of the Animal Rescue League of Boston and of the Boston Work Horse Relief Association," with the recommendation that it be amended as follows:

By striking out section ten and substituting therefor the following:

SECTION 10. The Commissioner may appoint, at the request of the Massachusetts Society for the Prevention of Cruelty to Animals, the Animal Rescue League of Boston or the Boston Work Horse Relief Association, duly accredited agents of the corporation so requesting as special police officers to serve for one year, subject to removal by the commissioner, who may require such special police officers to report to him on their acts at such times and in such manner as he may require. Such officers shall serve without pay, except their regular compensation as agents of said corporations. They shall receive no fees for services or return of any criminal process and shall have throughout the commonwealth the powers of constables and police officers to arrest and detain any person violating any law for the prevention of cruelty to animals.

Prior to the enactment of chapter 350 of the Acts of 1919, which consolidated various state departments, the members of the Massachusetts District Police were appointed by the Governor and when it seemed advisable to designate as special police officers certain agents of the Society for the Prevention of Cruelty to Animals the power of appointment was entrusted to the Governor, and later the same power was

given to the Governor with reference to the appointment of certain agents of the Animal Rescue League of Boston.

It seems proper that certain agents of the Boston Work Horse Relief Association should be constituted as special police officers for the prevention of cruelty to animals.

It seems advisable, however, that the Commissioner of Public Safety should appoint these special officers as he now has the power to appoint the members of the regular state police officers and that he should have supervision over them so that there may be no possibility of misunderstanding on the part of the public in matters which may be characterized as state police acts.

I therefore recommend that the present act be amended as herein suggested.

CHANNING H. COX.



RELATIVE TO AUTHORIZING THE DEPARTMENT  
OF MENTAL DISEASES TO ISSUE LICENSES TO  
INSTITUTIONS ESTABLISHED BY THE UNITED  
STATES GOVERNMENT

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EXECUTIVE DEPARTMENT, BOSTON, March 18, 1924.

*To the Honorable Senate and House of Representatives.*

The Commissioner of Mental Diseases calls attention that the United States Veterans Bureau will, in the near future, open a new institution at Northampton for the care and treatment of nervous and mental cases. Inquiry has already been made to ascertain whether the Department of Mental Diseases will issue a license to the physician in charge of this Government hospital.

The Veterans Bureau cannot successfully administer this institution caring for mental cases unless, when necessary, patients may be committed to its care by a court. The Department has limited authority under section 33, chapter 123, General Laws, to issue a license to a properly qualified physician who is a psychiatrist to maintain a private institution. The new Veterans' Hospital at Northampton, a government institution, cannot be properly classified as a private institution, and I therefore recommend that legislation be enacted giving the Department of Mental Diseases authority to issue licenses to institutions established by the United States government.

A draft of a bill prepared by the Department of Mental Diseases to meet this situation is presented herewith.

If this proposed legislation meets with your approval, an emergency preamble should be attached, so that there may be authority to permit the opening of the new Northampton institution when completed.

CHANNING H. COX.

## VETOING A BILL RELATIVE TO THE KEEPING OF GASOLINE AND OTHER INFLAMMABLE FLUIDS IN BUILDINGS USED FOR HOUSING FIRE AND POLICE APPARATUS

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EXECUTIVE DEPARTMENT, BOSTON, March 22, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 501, entitled "An Act Relative to the Keeping of Gasoline and Other Inflammable Fluids in Buildings used for Housing Fire and Police Apparatus throughout the Commonwealth."

The purpose of this bill is to exempt from present State supervision those buildings used by local fire and police departments for housing gasoline motor apparatus or vehicles.

The State Fire Marshal reports that several municipalities have not completed the changes necessary to insure safety in buildings of second and third-class construction used for housing their motor fire apparatus. Wooden floors with vertical openings are retained in the story, above the apparatus, where firemen are compelled to sleep. This bill would permit the continuance of such conditions indefinitely.

It would also permit the construction and reconstruction of police stations in which gasoline motor vehicles are housed without State supervision. It is of the utmost importance that such buildings be properly constructed to insure the safety of court rooms, which are often connected therewith, and also to insure the safety of prisoners who are frequently confined in cells within the same buildings.

Towns are gradually adopting gasoline motor fire apparatus, and in some instances they have sought to keep such apparatus in the basements of town halls of third-class building construction, although such halls are used for business purposes, as places of assembly and for keeping valuable

town records. There can be no argument as to the necessity of proper construction to guard against the danger of fire in such places.

Less than two months ago, a State fire inspector, having occasion to visit a fire department's quarters in a town, found that there was a public meeting being held in a room where two pieces of gasoline motor apparatus were kept. One of these vehicles was absent at a fire when he arrived, but it was soon returned, backed into the room and left standing within six feet of a coal stove glowing with heat. The other vehicle containing gasoline stood within ten feet of the stove. The building had been rented by the town for the use of the fire department but the other end of the same wooden building, separated by a wooden partition only, was occupied by two families. The present bill would make the Department of Public Safety powerless to act in remedying such a condition.

When so many of the cities and towns have complied with the present safety regulations, there is no logic in relieving reluctant cities and towns from the responsibility of complying with reasonable safety measures. It is not sound policy that such towns and cities collectively should be allowed immunity from an obligation imposed upon their individual property owners. The present State regulations for construction of buildings where gasoline motor vehicles are housed have been reasonably administered by the Department of Public Safety, and its authority to compel reasonable precautionary measures designed to insure the safety of life and property should not be abridged. Buildings used by fire or police departments, where human beings live temporarily or where they congregate, should be subject to as rigid regulations as buildings privately owned and similarly occupied by human beings.

CHANNING H. COX.

## RELATIVE TO ENACTING LEGISLATION TO SAFEGUARD HORSES AND MULES

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EXECUTIVE DEPARTMENT, BOSTON, March 27, 1924.

*To the Honorable Senate and House of Representatives.*

A recent fire, taking a toll of forty-eight horses, following a fire last July when eighty-two horses were burned to death, has called attention in a most striking way to the need of doing everything possible to insure their safety.

The question of further protecting stables from fires has been recently referred to the next General Court. I am sure, however, that you will welcome the opportunity to study the question again and find, if possible, some efficient and practical way of protecting horses, the faithful servitors of men. Wholly apart from any question of economic loss, it is revolting to our sense of justice to hitch horses in places where in case of fire they must await agonizing deaths with no opportunity of escape. It is not fair treatment of man's noble friend who has contributed so vastly to his convenience and happiness.

I therefore recommend further study and the enactment of legislation during this session which may offer every reasonable safeguard to horses and mules.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A BILL  
ESTABLISHING A MATERNAL AND CHILD WEL-  
FARE COMMISSION IN THE CITY OF FALL  
RIVER

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EXECUTIVE DEPARTMENT, BOSTON, April 4, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1472, entitled "An Act establishing a Maternal and Child Welfare Commission in the City of Fall River," with the recommendation that it be amended as follows:

By striking out in section four the words "This act shall take effect upon its passage," and substituting the following: "This act shall take effect upon its acceptance by vote of the city council of said city, subject to the provisions of its charter; provided, that such acceptance occurs prior to December first in the current year."

The bill in question is a special act applying only to the city of Fall River, and would create immediately in that city a Maternal and Child Welfare Commission. However commendable the creation of such a commission may be, the residents of the city of Fall River, who would enjoy the benefits and pay the expenses of such a commission, should be allowed to determine the necessity of such an undertaking. At the last session of the General Court, an act almost identical in terms, establishing a Maternal and Child Welfare Commission in the city of Holyoke, was conditioned upon its acceptance by the city council of that city. The policy followed during the past three years of submitting to municipalities the acceptance of special acts which involve expense, should not be departed from in this instance.

CHANNING H. COX.



## RECOMMENDING AN AMENDMENT TO A BILL TO ANNEX A PART OF THE TOWN OF SHERBORN TO THE TOWN OF FRAMINGHAM

EXECUTIVE DEPARTMENT, BOSTON, 8th April, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1517, entitled "An Act to annex a Part of the Town of Sherborn to the Town of Framingham," with the recommendation that it be amended as follows:

By striking out in section eight the words "and the selectmen and treasurer of the town of Framingham, thereto empowered hereby, shall, at the request of said board, borrow, on notes or bonds of the town drawn in compliance with the laws applicable to raising loans for water service extension by the town of Framingham, such sum or sums as said board certifies to them in writing to be necessary to defray the cost of such installation" and insert in the place thereof, "and said town of Framingham may, for the purpose of defraying the cost of such installation, borrow such sum or sums as may be necessary under authority of law authorizing said town to borrow for the water supply system of the town of Framingham."

Section 8 as it now stands would order the town of Framingham, by its Board of Public Works, within one year after the date on which this act takes effect, to install in the territory annexed by this act one mile of water main of adequate size for the supply of municipal water to such territory, and it would compel the selectmen and treasurer of the town of Framingham, at the request of its Board of Public Works, to borrow on notes or bonds of the town such sums as said board certifies to be necessary to defray the cost of such installation. Such legislation would take away power from the town meeting which ought not to be delegated, and place the complete control of a bond issue in the hands of a single board. This would represent a grant of power to a particu-

lar town board not hitherto given, and would be an unwise departure from sound policy.

The General Court has made notable progress during the present session in shortening the terms of bonds for public improvements, and has, in each instance, required a direct contribution from the tax levy toward the cost of such improvement. The town of Framingham should use any revenue now available for water main extension, rather than be compelled to borrow and issue bonds, whether necessary or not, as directed in the present bill.

CHANNING H. COX.

## RECOMMENDING AN AMENDMENT TO A BILL RELATIVE TO THE REGULATION OF COASTING ON THE PUBLIC WAYS

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EXECUTIVE DEPARTMENT, BOSTON, 12th April, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1369, entitled "An Act relative to the Regulation of Coasting on Public Ways," with the recommendation that it be amended as follows:

By striking out the word "restrict" and substituting therefor the word "regulate," and also by striking out the last six words "during some portion of each day," so that the proposed act shall read as follows:

Selectmen in towns, and the aldermen or other board or officer having charge of ways in cities, may, by regulation, designate certain ways or parts of ways, other than state highways, upon which, and the hours during which, coasting may be permitted, and may in like manner regulate the use of such ways by vehicles during such hours; provided, that such regulations shall not prevent access by vehicles to premises abutting upon such ways.

The bill as presented authorizes towns and cities to restrict the use of public ways by vehicles during certain hours for the purpose of permitting coasting. It contemplates restrictions of travel upon public ways which in the opinion of the Attorney General would impair the constitutional immunities of abutting owners. The adoption of the suggested amendment would in the opinion of the Attorney General remove the doubt as to the constitutionality of the proposed act.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A RESOLVE  
AUTHORIZING THE COMPLETION OF THE  
DRAWINGS FOR A REPORT ON THE BIRDS OF  
THE COMMONWEALTH AND THE PUBLICATION  
AND DISTRIBUTION OF THE FIRST VOLUME  
OF SAID REPORT

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EXECUTIVE DEPARTMENT, BOSTON, 24th April, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Resolve No. 98, entitled a "Resolve authorizing the Completion of the Drawings for a Report on the Birds of the Commonwealth and the Publication and Distribution of the First Volume of Said Report," with the recommendation that it be amended as follows:

By striking out after the word "printed" in the fourth line the words "under its direction."

By striking out after the word "direction" in the thirteenth line the words "of the Commissioner of Agriculture" and inserting in place thereof the words "of the Secretary of the Commonwealth."

The resolve authorizes the Department of Agriculture to complete the drawings for the report on the birds of Massachusetts and provides for printing them when completed. There is no reason for directing this printing to be done in any different manner than the general printing of the Commonwealth. The other printing of the Commonwealth is by general law placed under the direction of the Department of Administration and Finance, and the amendment suggested would place the printing under the direction of that Department.

The resolve further provides that the copies of the volumes authorized under the resolve shall be sold under the direction of the Commissioner of Agriculture. All of the

other publications of the Commonwealth are sold under the direction of the Secretary of the Commonwealth, who has established an efficient staff for that purpose. There is no reason for departure from the general State policy with respect to bird books, and the amendment would place the responsibility for the sale of such books where it rightly belongs, — in the department of the Secretary of the Commonwealth.

CHANNING H. COX.



# VETOING A BILL ESTABLISHING THE PENSION OF MICHAEL BIRMINGHAM FORMERLY A MEMBER OF THE FIRE ALARM AND POLICE SIGNAL SERVICE OF THE CITY OF BOSTON

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EXECUTIVE DEPARTMENT, BOSTON, 29th April, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval Senate Bill No. 381, entitled "An Act establishing the Pension of Michael Birmingham formerly a Member of the Fire Alarm and Police Signal Service of the City of Boston."

Michael Birmingham was retired from service with half pay by chapter 261 of the Special Acts of 1917. The present bill seeks to increase that pension allowance from one-half to two-thirds the compensation drawn by him as a member of the police signal service branch of the Police Department of the City of Boston when he left the service.

There are forty-nine persons on the police pension roll who receive a retirement allowance of \$600 per annum, the same as Mr. Birmingham, and to increase the amount allowed him over the others seems to be manifestly unfair and establishes a bad precedent.

Further, from information received from the Police Department of the City of Boston, there is no record or knowledge of injuries having been received by Michael Birmingham while in that branch of the service.

Further, from testimony given today before the Finance Commission of the City of Boston, it appears that Mr. Birmingham has had work in four different places since he was pensioned in 1917, and that he worked as late as last fall.

It further appears that Mr. Birmingham has two unmarried daughters and three unmarried sons, all over twenty-one years of age, and living in his home.

Under such circumstances there does not seem to be occasion for special legislation to give one individual a preference over forty-nine others retired under similar circumstances.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A BILL  
EXTENDING THE TERM OF SERVICE OF THE  
SPECIAL COMMISSION ON THE NECESSARIES  
OF LIFE, AND VESTING IT WITH CERTAIN POW-  
ERS IN THE EVENT OF A FUEL EMERGENCY

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EXECUTIVE DEPARTMENT, BOSTON, 29th April, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith Senate Act No. 454, entitled "An Act extending the Term of Service of the Special Commission on the Necessaries of Life, and vesting it with Certain Powers in the Event of a Fuel Emergency," with the recommendation that it be amended as follows:

By striking out in sections one and three the words "nineteen hundred and twenty-eight" and substituting therefor the words "nineteen hundred and twenty-five."

The act without amendment would extend the powers of the Special Commission on the Necessaries of Life for a further term of four years from May 1, 1924. The purpose of the amendment herein recommended is to extend the powers of that commission one year from May 1, 1924.

The Commission on the Necessaries of Life was established by chapter 341, General Acts of 1919, for a period of one year from August 1, 1919. The commission's term of service was extended by special act to March 1, 1921, again extended by special act to May 1, 1922, again extended by special act to May 1, 1923, and again extended by special act to May 1, 1924.

The creation and continuance of the commission was for the purpose chiefly of administering certain laws passed to relieve the emergency occasioned by the extreme shortage of housing conditions. These laws by chapter 72 of the Acts of 1924 have been continued in force until May 1, 1925. The special commission is conducting certain other investiga-

tions as directed by the General Court, and that work should be completed.

The Constitution, however, provides that "the executive and administrative work of the Commonwealth shall be organized in not more than twenty departments, in one of which every executive and administrative office, board and commission, except those officers serving directly under the Governor or the Council, shall be placed."

The continuance of the special commission since 1919 by special yearly enactments is an evasion of that constitutional provision which can be justified only on the ground of a continuing emergency. The proposal to continue such a special commission four years, with no certainty of an emergency, seems a clear violation of the letter as well as the spirit of the Constitution, and cannot be approved.

The present term of the special commission expires May 1, 1924, and if there is any necessary delay in consideration of the amendment proposed herein, the act should be further amended by adding another section providing that the act shall take effect as of May 1, 1924.

If it is deemed wise to provide for the permanent continuance of work similar to that undertaken by the Special Commission on Necessaries of Life and to have it continued in a practical and economical way that is not open to question, the powers and duties given to the special commission could be transferred to the Department of the Attorney General or to the Department of Labor and Industries. A transfer to the latter department would eliminate much duplication of endeavor, as that department already has a Division of Statistics, a Division of Standards, a complete investigating and inspection force, as well as an attorney.

While the present special commission has expended more than \$126,000, which has been paid by the people of the whole State, the people of the Metropolitan District have been the chief beneficiaries of whatever desirable has been accomplished by the commission. A transfer of its powers to a permanent State board would undoubtedly extend the scope of its work for the benefit of the people of the Commonwealth more generally.

CHANNING H. COX.

VETOING A BILL AUTHORIZING THE CITY OF  
BOSTON TO PAY A SUM OF MONEY TO JOHN  
CURRAN

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EXECUTIVE DEPARTMENT, BOSTON, 29th April, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval Senate Bill No. 437, entitled "An Act authorizing the City of Boston to pay a Sum of Money to John Curran."

The bill authorizes the city of Boston to pay John Curran a sum of money for injuries alleged to have been sustained in the course of his employment in the Public Works Department of the City of Boston, which accident is alleged to have taken place in February, 1913, more than eleven years ago.

The beneficiary of the bill in question is still employed in the Public Works Department of Boston. Inquiry from the clerk in the Public Works Department, in charge of the record of accidents to city employees, reveals that there is no record in said department during the years 1913 and 1914 at City Hall which shows that an injury had been reported to that department by John Curran.

CHANNING H. COX.

RECOMMENDING THE ENACTMENT OF LEGISLATION TO ENABLE THE TRUSTEES OF THE MASSACHUSETTS SCHOOL FOR FEEBLE-MINDED AND THE METROPOLITAN DISTRICT COMMISSION TO ARRANGE FOR TAKING WATER FROM THE METROPOLITAN WATER SUPPLY

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EXECUTIVE DEPARTMENT, BOSTON, May 1, 1924.

*To the Honorable Senate and House of Representatives.*

The Commissioner of Mental Diseases has called attention to the fact that the new metropolitan water main being laid by the Metropolitan District Commission passes the entrance of the Massachusetts School for the Feeble-minded.

It is the desire of the Department of Mental Diseases to have the school supplied with water from the metropolitan main, in order that the expense and work of pumping water may be eliminated, and that the institution may be given the fire protection of an unlimited volume of water with high pressure.

I therefore recommend that legislation be enacted which may enable the Trustees of the Massachusetts School for the Feeble-minded and the Metropolitan District Commission to make such an arrangement. For your consideration a draft of legislation is attached hereto, similar in form to chapter 500 of the Acts of 1906, passed to meet a similar situation.

CHANNING H. COX.

For draft of legislation see House, No. 1695, 1924.



RECOMMENDING AN AMENDMENT TO A BILL  
RELATIVE TO PAYMENTS TO THE FAMILIES  
OF POLICEMEN KILLED, OR DYING FROM IN-  
JURIES RECEIVED WHILE ON DUTY

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EXECUTIVE DEPARTMENT, BOSTON, May 12, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1665, entitled "An Act relative to Payments to the Families of Policemen killed, or dying from Injuries received, while on Duty," with the recommendation that it be amended as follows:

By adding after the word "widow" in the thirteenth line the following:

"and if there is no widow or minor child to the use of the next of kin, if dependent upon such deceased person for support."

The purpose of the amendment is to give to the dependent relatives of unmarried police officers who are killed or die from injuries received while in the performance of their duty the same financial protection as dependents of married police officers.

The Police Commissioner of the City of Boston in his annual report calls attention to the necessity of such legislation, and has recently called my attention to two cases of unmarried police officers dying as a result of injuries and leaving dependent next of kin. There does not seem to be justification for the discrimination permitted in the bill as it now stands.

CHANNING H. COX.

## SUBMITTING SUPPLEMENTARY BUDGET RECOMMENDATIONS

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EXECUTIVE DEPARTMENT, BOSTON, May 21, 1924.

*To the Honorable Senate and House of Representatives.*

In conformity with the Constitution which provides that "the Governor may at any time recommend to the general court supplementary budgets," I submit herewith supplementary budget recommendations amounting to \$1,015,-292.44, excluding those for the metropolitan districts.

The sums recommended at this time include amounts made necessary by new legislation and make allowance of \$254,002.80 for legislation now pending and for additional departmental requests.

### REVENUE

To provide for appropriations already made, and to cover the items contained in this budget, a State tax of \$10,000,00 will be required in addition to the ordinary revenues of the Commonwealth. Since the additional departmental requests and the total of special appropriations called for in the legislative measures still pending greatly exceed the sum of \$254,002.80, reserved herein for such purposes, it is evident that all those measures which do not meet the test of absolute necessity must be deferred, or it will be impossible to hold the State tax at the desired figure of \$10,000,000.

I renew the recommendation in my original budget that section 7 of chapter 29 of the General Laws be amended so that approval of the Governor and Council must be obtained before any expense is incurred by departments for preliminary plans and estimates of buildings for which appropriations are to be asked.

## TERMS OF CERTAIN BOND ISSUES

Chapter 116 of the acts of the present year provides for the construction of additional sewers in the north metropolitan sewerage district, and authorizes the issuance of certain bonds. As required by section 3 of Article LXII of Amendments to the Constitution, I recommend that the term of bonds for this work be for ten years.

CHANNING H. COX.

For details of recommendations see House, No. 1784, 1924.

For legislation see Acts of 1924, chapter 510.

## VETOING A BILL INCREASING THE SALARIES OF THE REGISTERS OF DEEDS AND ASSISTANT RECORDERS OF THE LAND COURT FOR THE NORTHERN, SOUTHERN AND FALL RIVER DISTRICTS OF BRISTOL COUNTY

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EXECUTIVE DEPARTMENT, BOSTON, May 29, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, House Bill No. 1377, entitled "An Act increasing the Salaries of the Registers of Deeds and Assistant Recorders of the Land Court for the Northern, Southern and Fall River Districts of Bristol County."

This measure would establish further exceptions to the uniform scale of salaries for registers of deeds which was established in 1919. It provides that registers of deeds for the three districts in Bristol County shall receive in addition to their base pay 15 per cent of the average annual gross income as provided by General Laws, chapter 37, section 34, instead of 10 per cent which is allowed at present.

The only exceptions to the original standardization were for the Registers for Dukes and Nantucket Counties and for the Southern District of Berkshire County, who were given special consideration in view of the small population of the registration district and because of the small receipts in recording fees. In 1921 a further exception was made in favor of the register of deeds for the District of Northern Middlesex because of the small receipts in that district. If further exceptions are to be made for the three registers as provided for by this bill, there seems to be no good reason why all registers should not receive similar increase.

The present salaries received by the registers of deeds affected by the bill are as follows:

Register of deeds, Southern District, Bristol County . . .	\$3,515 28
Register of deeds, Northern District, Bristol County . . .	2,864 75
Register of deeds, Fall River District, Bristol County . . .	3,104 56

There are seven other registers of deeds in the Commonwealth, not including those for Dukes, Nantucket and the Southern District of Berkshire, who receive \$3,000 or less.

The bill is special legislation, and if passed it will be referred to as a convincing argument for setting aside the standardization rates which have been established for the registers of deeds, registers of probate, sheriffs and other county positions. The present standardization was established after long investigation, and was adopted so that all county officials might be treated fairly and that the General Court might be relieved of the consideration of just such special bills as the one in question.

CHANNING H. COX.



RECOMMENDING AN AMENDMENT TO A BILL RE-  
QUIRING THE DIVISION OF THE BLIND TO  
ESTABLISH, EQUIP AND MAINTAIN SCHOOLS  
FOR THE INDUSTRIAL TRAINING OF BLIND  
PERSONS AND WORKSHOPS FOR THEIR EM-  
PLOYMENT, AND PROVIDING FOR AN INVE-  
STIGATION RELATIVE TO THE EMPLOYMENT,  
TRAINING AND PLACEMENT OF THE BLIND

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EXECUTIVE DEPARTMENT, BOSTON, 29th May, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith Senate Bill No. 508, entitled "An Act requiring the Division of the Blind to establish, equip and maintain Schools for the Industrial Training of Blind Persons and Workshops for their Employment, and providing for an Investigation relative to the Employment, Training and Placement of the Blind," with the recommendation that it be amended as follows:

By striking out section two and substituting therefor the following:

SECTION 2. Upon the taking effect of this act, the division of the blind of the department of education shall take immediate steps to provide employment for those blind persons who were employed in the Cambridge shop prior to its closing in July, nineteen hundred and twenty-three, and who are not incapacitated for work by reason of age or infirmity other than blindness. The director of the division shall open shops in Cambridge and elsewhere for this purpose and shall make every effort to dispose of the products manufactured, and for this purpose shall establish a sales force and temporarily employ salesmen, whose appointment shall not be subject to chapter thirty-one of the General Laws.

The purpose of Senate, No. 508 to give additional relief to the blind of the Commonwealth is most commendable and has my earnest approval. There is no form of affliction which so arouses true sympathy as blindness, and there is no action which I would so welcome as the establishment of a

sound and wise policy for the employment and aid of the needy blind. Section 2 of Senate, No. 508 as presented to me would prevent true progress in that direction. It would require employment in the Cambridge shops of the following groups of individuals:

(a) All blind persons who were on the pay roll in June, 1923, regardless of whether they are too old, too infirm, or too unskilled to be employed.

(b) All blind persons who have at any time in the past seventeen years been employed in these industries.

(c) All seeing persons who have at any time been employed in these industries.

When the Cambridge shop was closed last summer because the appropriations were exhausted there were 89 on the pay roll. Of this number, 31 have since been retired and pensioned by reason of age or infirmities other than blindness making them incapable for work. Fourteen of this number had gone to the Cambridge shop practically every working day for two years and had been kept in idleness. Twenty-one have found employment elsewhere. One is studying at the Perkins Institute, and 20 are at present working in the reopened Cambridge shop. Sixteen of the 89 have not found regular employment as yet and are being cared for until proper situations are secured. The records show that 36 who have left the Cambridge shop during the last few years for various reasons would be eligible for re-employment under the present section 2. In addition it would require the re-employment of any seeing persons who had previously been employed at Cambridge, regardless of whether they were proper persons, or whether they had in any way been responsible for mismanagement. The bill unamended would take away from the management charged with responsibility all discretion as to employment. Furthermore, it would doubtless prevent the employment at Cambridge of any blind person, however needy, who was not previously employed there. It should always be remembered that there are nearly 4,000 blind in the Commonwealth, and in a desire to aid the blind employed at Cambridge, justice must be done to the blind of other communities.

The amendment herein recommended contemplates that the Division of the Blind shall proceed in good faith to provide employment for the blind persons who were employed in the Cambridge shop prior to its closing last year and who are not incapacitated for work by reason of age or infirmity other than blindness. Some of those previously employed at Cambridge could be far more humanely aided by institutional care and help in the home than by offering inducement for them to go to the Cambridge shop to spend the day in idleness.

Those who have studied blind industries throughout the country seem to believe generally that far better results for the blind themselves are obtained in small shops with varied industries, employing from 6 to 20 persons, than in large shops employing from 50 to 100. That has been the experience of the small shops for the blind in this Commonwealth. It is believed that an investigation will also demonstrate that the blind are far happier when employed in productive and self-sustaining work, and that subsidized workshops should be limited to cases of actual necessity.

Section 3 of Senate, No. 508 provides that a special commission shall investigate existing conditions relative to blind persons in the Commonwealth, as to their employment, education, training and placement, and to report to the next General Court recommendations on this whole subject. Section 1 of the bill requires the establishment and maintenance of schools for the industrial training of blind persons and workshops for their employment. This section involves a new policy on the part of the Commonwealth, and in connection with section 2 as it now stands, largely determines in advance the questions which section 3 of the present bill would submit to a legislative investigation. Obviously the proposed investigation would not be worth while under such conditions.

For these reasons, considered in connection with the provision already made for enlarged aid to the blind, the adoption of the suggested amendment is recommended.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A BILL TO  
 AUTHORIZE THE LAYING OUT, WIDENING AND  
 CONSTRUCTION OF TREMONT STREET FROM  
 ARLINGTON SQUARE TO ITS INTERSECTION  
 WITH STUART STREET IN THE CITY OF BOS-  
 TON

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EXECUTIVE DEPARTMENT, BOSTON, June 2, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1773, entitled "An Act to authorize the Laying Out, Widening and Construction of Tremont Street from Arlington Square to its Intersection with Stuart Street in the City of Boston," with the recommendation that it be amended as follows:

By striking out in lines nine and ten of section two the words "from the proceeds of indebtedness incurred within the statutory limit of indebtedness or."

This amendment would restore the bill to the form in which it was recommended by the Committee on Municipal Finance after careful study and while making possible the improvement of Tremont Street would stipulate that "no loan shall be authorized under this section unless a sum equal to ten per cent of the loan so authorized is voted for the same purpose to be provided from taxes or other sources of revenue." It has been the unvarying policy of the present Legislature in all cases where a city or town has been given special authority to borrow outside the debt limit to require an appropriation from revenue towards the proposed improvement before it becomes entitled to the authority to borrow. The policy of the present year is in keeping with that established in 1923, which requires all cities and towns to provide from revenue sources a certain sum before loans

can be made for any of the purposes specified in the first fourteen items of section 7, chapter 44, General Laws.

The principle of pay-as-you-go, which is sound for the Commonwealth and is sound for the cities and towns of the Commonwealth in general, is also sound for Boston. There is no reason why Boston should not do as much as other cities and towns have been required to do where special legislation is given authorizing borrowing outside the debt limit. Already during this session two Boston acts — one for hospital purposes and one for a municipal building — have been approved which require that a contribution must be made from revenue before loans can be issued.

The amount which must be contributed from taxation or other sources of revenue will have but little effect on the tax rate, but a principle is involved which should be followed without any exception. Annually recurring costs of government must be met directly from current revenues. The already excessive tax rates in many of our municipalities are certain to be increased so long as borrowing is permitted for every so-called permanent improvement. The government of a city which inaugurates large public works should at least provide a part of the funds for their payment. If a city is not in condition to appropriate from taxes or other revenue a sum equal to 10 per cent of the loan which it is willing to incur then the contemplated work better be deferred.

For these reasons the amendment is recommended.

CHANNING H. COX.



RECOMMENDING AN AMENDMENT TO A BILL TO  
 AUTHORIZE THE LAYING OUT, WIDENING AND  
 CONSTRUCTION OF KNEELAND STREET AT  
 OR NEAR WASHINGTON STREET AND STUART  
 STREET TO ATLANTIC AVENUE IN THE CITY  
 OF BOSTON

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EXECUTIVE DEPARTMENT, BOSTON, June 2, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1774, entitled "An Act to authorize the Laying Out, Widening and Construction of Kneeland Street at or near Washington and Stuart Streets to Atlantic Avenue in the City of Boston," with the recommendation that it be amended as follows:

By striking out in lines nine and ten of section two the words "from the proceeds of indebtedness incurred within the statutory limit of indebtedness or."

This amendment would restore the bill to the form in which it was recommended by the Committee on Municipal Finance after careful study, and while making possible the improvement of Kneeland Street would stipulate that "no loan shall be authorized under this section unless a sum equal to ten per cent of the loan so authorized is voted for the same purpose to be provided from taxes or other sources of revenue." It has been the unvarying policy of the present Legislature in all cases where a city or town has been given special authority to borrow outside the debt limit to require an appropriation from revenue towards the proposed improvement before it becomes entitled to the authority to borrow. The policy of the present year is in keeping with that established in 1923, which requires all cities and towns to provide from revenue sources a certain sum before loans

can be made for any of the purposes specified in the first fourteen items of section 7, chapter 44, General Laws.

The principle of pay-as-you-go, which is sound for the Commonwealth and is sound for the cities and towns of the Commonwealth in general, is also sound for Boston. There is no reason why Boston should not do as much as other cities and towns have been required to do where special legislation is given authorizing borrowing outside the debt limit. Already during this session two Boston acts — one for hospital purposes and one for a municipal building — have been approved which require that a contribution must be made from revenue before loans can be issued.

The amount which must be contributed from taxation or other sources of revenue will have but little effect on the tax rate, but a principle is involved which should be followed without any exception. Annually recurring costs of government must be met directly from current revenues. The already excessive tax rates in many of our municipalities are certain to be increased so long as borrowing is permitted for every so-called permanent improvement. The government of a city which inaugurates large public works should at least provide a part of the funds for their payment. If a city is not in condition to appropriate from taxes or other revenue a sum equal to 10 per cent of the loan which it is willing to incur then the contemplated work better be deferred.

For these reasons the amendment is recommended.

CHANNING H. COX.

VETOING A BILL AUTHORIZING THE ARMORY  
COMMISSIONERS TO ACQUIRE CERTAIN LANDS  
IN THE TOWNS OF LYNNFIELD, READING AND  
WAKEFIELD FOR A STATE RIFLE RANGE

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EXECUTIVE DEPARTMENT, BOSTON, June 4, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, House Bill No. 1735, entitled "An Act authorizing the Armory Commissioners to acquire Certain Land in the Towns of Lynnfield, Reading and Wakefield for a State Rifle Range."

This act would provide that after an appropriation has been made, the Armory Commissioners may take by eminent domain or acquire by purchase or otherwise for use as a State rifle range certain land and buildings situated in the towns of Lynnfield, Reading and Wakefield now owned by the Bay State Military Rifle Association, and provides that the cost of the land and buildings so acquired shall not exceed the sum of sixty thousand dollars. The Commonwealth has used the property in question for more than twenty years under satisfactory arrangements with the owners and it is believed that such arrangement may be continued for another year at least. The State tax for the current year has been determined at ten million dollars. If the present bill became law, it would be necessary to increase that amount to provide for the acts therein authorized. It may be argued that since the bill reads "after an appropriation has been made" that it might well become law leaving an appropriation for another year. Such a practice cannot be approved.

CHANNING H. COX.

VETOING A BILL PROVIDING FOR THE CONSTRUCTION OF A BREAKWATER ALONG THE SHORE OF DORCHESTER BAY OFF SQUANTUM, IN THE CITY OF QUINCY AND OF AN ADJOINING HIGHWAY

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EXECUTIVE DEPARTMENT, BOSTON, June 5, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith, without my approval, House Bill No. 1812, entitled "An Act providing for the Construction of a Breakwater along the Shore of Dorchester Bay off Squantum, in the City of Quincy and of an Adjoining Highway."

This bill directs the Department of Public Works to construct a breakwater on the shore of Dorchester Bay in the city of Quincy, for the purpose of protecting said shore from erosion by the sea, and provides that the department may expend a sum not exceeding forty thousand dollars of which the County of Norfolk, the city of Quincy and the city of Boston shall each contribute ten thousand dollars, and the Commonwealth shall provide the balance.

It appears, however, that the real purpose of the contemplated breakwater is the protection of a road adjoining the shore that has not yet been laid out or accepted as a public way by the city of Quincy, and although the bill provides that no work shall be begun until the city of Quincy has assumed liability for all damages to property and has laid out a public highway adjoining said breakwater, it would seem that if public necessity and convenience required this road that the city of Quincy would have furnished the same by the authority it possesses under the law. Furthermore, this portion of the shore is within the inner harbor and not exposed to the direct action of the sea, and does not differ substantially in degree of exposure from that of many miles of

shore front on Dorchester Bay and other interior waters adjoining Boston Harbor.

Therefore, the bill would commit the Commonwealth to a policy involving large expenditures of funds upon improvements which heretofore have been considered a function of the city or town in which they are located. This situation is not altered by the provision in the bill for repayment by the city of Quincy to the Commonwealth, County of Norfolk and city of Boston, of all sums expended by the Commonwealth, County of Norfolk and city of Boston, as their share of said breakwater if the city of Quincy shall fail to build the highway referred to in the bill within two years from the completion of said breakwater.

CHANNING H. COX.



## RELATIVE TO THE TERM OF CERTAIN NOTES AND BONDS FOR CERTAIN ADDITIONS AND IMPROVEMENTS

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EXECUTIVE DEPARTMENT, BOSTON, June 5, 1924.

*To the Honorable Senate and House of Representatives.*

Chapter 416 of the acts of the present year provides for a new location for the Boston & Albany Railroad over the Charles River Basin at the Brookline Street, Essex Street, Cottage Farm Bridge, and authorizes the issuance of certain notes. As required by section 3 of Article LXII of Amendments to the Constitution, I recommend the term of notes for this work to be not exceeding five years.

Chapter 442 of the acts of the present year requires the Metropolitan District Commission to strengthen, repave and repair the bridge in Massachusetts Avenue across the Charles River Basin between Boston and Cambridge, and to alter the draw-span in said bridge into a fixed span, and authorizes an issuance of notes for the purpose. As required by the Constitution, I recommend the term of these notes to be not exceeding two years.

Chapter 444 of the acts of the present year provides for the construction and use of an additional station in connection with the Cambridge subway at or near the junction of Cambridge and Charles streets in the city of Boston, and authorizes the issuance of certain bonds. I recommend that the term of these bonds be for not exceeding fifty years.

Chapter 489 of the acts of the present year provides for the laying out and construction of a northern route to accommodate traffic between Boston and the territory to the north and east thereof, and authorizes the issuance of certain notes. I recommend that the term of these notes be for not exceeding five years.

CHANNING H. COX.

RECOMMENDING AN AMENDMENT TO A BILL TO  
PROVIDE FOR THE TREATMENT OF EXTRA-  
PULMONARY TUBERCULOSIS AT THE LAKE-  
VILLE STATE SANATORIUM

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EXECUTIVE DEPARTMENT, BOSTON, June 5, 1924.

*To the Honorable Senate and House of Representatives.*

Under the provisions of Article LVI of the Amendments to the Constitution, I am returning herewith House Bill No. 1705, entitled "An Act to provide for the Treatment of Extra-Pulmonary Tuberculosis at the Lakeville State Sanatorium," with the recommendation that it be amended as follows:

By striking out the first sentence of section two and substituting therefor the following:

SECTION 2. For the purpose of remodelling, if found feasible, an existing stable at the Lakeville state sanatorium for the further accommodation of the employees in said institution and also for architects' fees for this and other contemplated alterations to carry out the provisions of the preceding section, the department of public health may expend from such appropriation as the general court may make such sums not exceeding twenty thousand dollars as the governor and council may approve.

The Department of Public Health reports that the sum herein recommended for the purpose specified will be sufficient to do the work which could properly be completed this year and with the allowance for plans to care for patients suffering from extra-pulmonary tuberculosis the reasonable needs of the Lakeville Sanatorium will be met.

CHANNING H. COX.

## VETOING A BILL PROVIDING FOR THE CONSTRUCTION OF A BREAKWATER OR SEA WALL AT POINT ALLERTON IN THE TOWN OF HULL

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EXECUTIVE DEPARTMENT, BOSTON, 5th June, 1924.

*To the Honorable Senate and House of Representatives.*

I am returning herewith without my approval House Bill No. 1316, entitled "An Act providing for the Construction of a Breakwater or Sea Wall at Point Allerton in the Town of Hull."

The bill provides that the Division of Public Lands of the Department of Public Works shall build a breakwater or sea wall at Point Allerton to protect the shore from erosion, although the act does not become effective until accepted by a vote of the Commissioners of Plymouth County and by a vote of the people of Hull.

The bill also provides that the contribution on the part of the Commonwealth may be twenty thousand dollars.

The property to be protected is privately owned, and while the provisions for contribution by the County of Plymouth and the town of Hull are fair and reasonable, this seems to be a matter of local concern which may be well deferred.

The State tax has been fixed at the sum of ten million dollars. The passage of the act requiring the Division of the Blind to establish, equip and maintain schools for the industrial training of blind persons and workshops for their employment has made it necessary to include an item of over ninety thousand dollars to meet its purposes.

If House Bill No. 1316 were to become law, it would make necessary an increased State tax.

CHANNING H. COX.



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# PROCLAMATIONS

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# The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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## A PROCLAMATION

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*Whereas*, The seventeenth of January marks the day of the birth of Benjamin Franklin, who, by precept and example, became America's Apostle of thrift; and

*Whereas*, Many civic, educational and commercial organizations, with the support and co-operation of the Treasury Department of the United States, have set apart Benjamin Franklin's birthday as National Thrift Day and have planned for the observance of the week of January seventeenth to twenty-third as National Thrift Week, with the hope of stimulating the individual to think straight and act wisely, especially in the realms of earning, spending, saving, investing, and giving; and

*Whereas*, It behooves every citizen to turn his mind to the necessity of lessening extravagance and waste in order that the character of our citizenship may be strengthened and made more stable and prosperous; and

*Whereas*, The economic educational program of National Thrift Week is well devised to foster that desirable condition by increasing the knowledge and practice of thrift, — a thrift, not only economic, but also social, educational, physical and religious;

*Now, Therefore*, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, by virtue of the authority

vested in me, hereby designate the week of January seven-  
teenth to twenty-third, inclusive, as

### Thrift Week

and do earnestly recommend and urge all officers of the government and teachers of our schools, the clergy, and each citizen to exert every effort to make National Thrift Week a thoughtful period of constructive action and economic planning.



Given at the Executive Chamber, in Boston,  
this fourteenth day of January, in the year of  
Our Lord one thousand nine hundred and  
twenty-one, and of the Independence of the  
United States of America the one hundred and  
forty-fifth.

CHANNING H. COX.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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One hundred and twelve years ago a humble mother living in a lonely cabin gave birth to a boy. That boy was reared in poverty and schooled in adversity. Such a one would have deserved the verdict of well done had he lived a life of quiet usefulness and left to his children the legacy of a good name. But rather he was called to lead a people in their time of greatest trial. He did not fail them. He led them through the wilderness of doubt and despair to new heights of glory. Abhorring deception, he was honest in all things. He dared to be honest with himself. He saw the right and he fought for the right. His words sifted by the winds of destiny, reveal to us today, as they did to those who heard them from his lips, the meaning of our institutions and the purpose of a free people. His life given in the service of his fellow men taught anew the beauty of truth. Because of what he did and because of what he was his memory is the priceless possession of a grateful people. We do well to pause and inquire, each of himself, how we are meeting the challenge which the life and work of Abraham Lincoln presents as strongly now as on the day he died, —

Traveller,

Go, if you can, and deserve  
The sublime reward of such merit.

Now, therefore, by the authority of Massachusetts, I

hereby make proclamation setting apart the twelfth day of February as

### Lincoln Day

with the recommendation that it be appropriately observed in the churches, in the schools, by the fireside, and wherever our people come together, to the end that the memory of his devotion to ideals, his love of truth, and his courage to battle for right, may live forever in this Commonwealth.



*Witness*, His Excellency the Governor, at Boston, this thirty-first day of January, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-fifth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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Inasmuch as the week beginning April 11, 1921, is to be generally observed throughout the United States as Be Kind to Animals Week, and Sunday, April 17, has been designated as Humane Sunday, and, particularly in view of the fact that Massachusetts gave to the world George Thorndike Angell, the stalwart pioneer of humane education:

I therefore proclaim the week of April 11 to 16, 1921, as

#### **Be Kind to Animals Week**

and Sunday, April 17, as Humane Sunday, and ask all citizens of the Commonwealth to consider the just claims upon us for compassion of the beasts of farm and field and forest and the birds of the air. I especially commend to our teachers the recognition of Humane Day in Schools, Friday, April 15, and that, so far as practicable, special exercises be held in which the children be encouraged to participate. I suggest, also, that our churches emphasize on Humane Sunday, April 17, the nobility of a character which is filled with the spirit of kindness and good will toward animal life.



Given at the Executive Chamber, in Boston,  
this seventh day of April, in the year of Our  
Lord one thousand nine hundred and twenty-  
one, and of the Independence of the United  
States of America the one hundred and forty-  
fifth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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As required by the laws of the Commonwealth, I hereby make proclamation setting apart Saturday, the thirtieth day of April, as

#### **Arbor and Bird Day**

and recommend its general observance by the planting of trees, shrubs and vines, particularly those attractive to birds, and by promoting forest grounds, places and ways, and by individual resolution to do everything possible throughout the year to atone for the sin of wasteful and needless destruction of birds and forests.

I further recommend that the Friday preceding be observed in rural and suburban schools by exercises which may lay emphasis upon the necessity of conservation.

A tree does not reach its growth in a day. It is impossible to provide cover for birds over night. It is for us to deal fairly with the coming generations of men. We shall deserve their gratitude and we shall be enriched and ennobled ourselves if we preserve the beneficial influence of our trees, shrubs and vines, and our birds.



Given at the Executive Chamber, in Boston,  
this twenty-first day of April, in the year of Our  
Lord one thousand nine hundred and twenty-  
one, and of the Independence of the United  
States of America the one hundred and forty-  
fifth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

---

BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

---

### **A PROCLAMATION**

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#### **Forest Protection and Fire Prevention Week**

The President of the United States has asked the various States of the Union to observe the week of May 22-28, 1921, as Forest Protection Week, and has requested citizens generally to observe this week in such a manner as may call public attention to the tremendous and unnecessary waste caused by forest fires and the need for definite, well-planned action that may materially reduce the annual loss from this cause.

On May 15 the total loss from forest fires in this Commonwealth alone had been over sixty-two thousand dollars, which is in excess of the total loss for the whole of the previous year. Not only is there a waste of timber, but hundreds of wild birds and animals are destroyed in every such fire.

Therefore, I recommend that the citizens of every community make individual and collective effort this year to prevent forest fires, to the end that we may protect the timber, the wild life and the natural scenery of Massachusetts.





Given at the Executive Chamber, in Boston, this fourteenth day of May, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-fifth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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As required by the laws of the Commonwealth, I hereby make proclamation setting apart Tuesday, the fourteenth day of June, as

#### **Flag Day**

and recommend that from sunrise to sundown the Stars and Stripes be displayed on all our public buildings, on the homes, and on the workshops, and that the day be observed by all our people in a way that may show our love of and devotion to the principles which the flag typifies.

Let us recall with gratitude the sacrifices that have been made for that flag, and the blessings which we are permitted to enjoy under its protection. The flag stands today as always for equality of opportunity, for freedom, for justice, and for righteousness. Throughout the world a tired humanity looks to Old Glory as the emblem of its greatest hope. Let us salute the flag with a pledge of fidelity and with a resolution to be its worthy defenders. Let us remember that as the flag has brought to us priceless privileges, so it has brought to us stern and serious obligations. In the measure we deserve the former we shall discharge the latter.

I recommend, further, that, wherever boys and girls or men and women assemble on that day, special exercises be held which may tell of the origin and history of the flag, and inspire and strengthen us in our purpose to have America fulfill her noblest mission.



Given at the Executive Chamber, in Boston,  
this fourth day of June, in the year of Our  
Lord one thousand nine hundred and twenty-  
one; and of the Independence of the United  
States of America the one hundred and forty-  
fifth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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In accordance with the request of the President and established custom, and with the object of safeguarding property from careless and unnecessary destruction, and to encourage every effort made in the prevention of fires, I hereby designate and set apart October tenth of the current year as

#### **Fire Prevention Day**

Fifty years ago on that day Chicago had its most disastrous fire. In the year nineteen hundred and twenty, half a billion dollars of property was destroyed by fire in America alone, — fires that were largely preventable. The annual loss of life by fire in the United States is estimated at fifteen thousand persons. Such destruction of life and property, in large part the result of carelessness, is a serious indictment of the American people. Therefore it is earnestly requested that on this day inspections be made, accumulations of waste be removed, and every other means of lessening the fire hazard in the Commonwealth be studied and adopted.



Given at the Executive Chamber, in Boston, this twenty-ninth day of September, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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As representative of all unidentified Americans who gave their lives in the World War, the body of an unknown member of the American Expeditionary Forces is to be buried in the National Cemetery, at Arlington, on the eleventh day of November next; and

*Whereas*, A worthy people should hold in honor and gratitude the memory of men inspired by loyalty and devotion to sacrifice their lives for their country's cause; and

*Whereas*, On the anniversary of the ending of the greatest war in history, a conference of the representatives of the mighty nations of the earth is to assemble in this country for the purpose of limiting armament;

*Now, Therefore*, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, do hereby call upon all our devout and patriotic citizens, heeding the proclamation of the President of the United States, to pause from their accustomed occupations and labors on

### Armistice Day

Friday, the eleventh day of November next, from twelve o'clock noon until two minutes past that hour in silent prayer of thanks for these precious and valorous lives laid so generously on their country's altar. Let our people in their customary places of worship on Sunday, the sixth of November next, offer special prayer to God Almighty for His blessing on the Conference on Limitation of Armaments.

Let special services be held on Friday, November eleventh, in all churches, schools and colleges, to venerate the memory of our heroes who died in the World War, to recall the sacrifices of those who suffered, and to dedicate ourselves as a people to the achievement of international justice and good will and to the attainment of permanent honorable peace.

Furthermore, I hereby direct that the national flag be displayed at half-staff upon all the public buildings of the Commonwealth from sunrise to sunset on said November the eleventh.



Given at the Executive Chamber, in Boston, this twenty-fifth day of October, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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*Whereas*, The President of the United States, in pursuance of a joint resolution of Congress, has declared Friday, November eleventh, a holiday, as a mark of respect to the memory of those who gave their lives in the late World War, as typified by the unknown and unidentified American soldier whose body is to be buried in Arlington Cemetery on that day; and

*Whereas*, The President of the United States has recommended that the Governors of the several States issue proclamations calling upon the people of their respective States to pause in their usual pursuits;

*Now, Therefore*, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, urge all our people to observe

**Friday, November 11, 1921**

as a holiday, and in order that the solemnity of the occasion may be further emphasized, I recommend that all public and church bells throughout the Commonwealth be tolled at intervals between eleven forty-five o'clock A.M. and twelve o'clock noon on that day, and that from twelve o'clock noon until two minutes past that hour all devout and patriotic citizens give silent thanks to God for the valorous lives generously given in our defence and pray for His divine mercy and blessings upon our beloved country.



Given at the Executive Chamber, in Boston,  
this seventh day of November, in the year of  
Our Lord one thousand nine hundred and  
twenty-one, and of the Independence of the  
United States of America the one hundred and  
forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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*Whereas*, The display of the flag or emblem of a foreign country upon the outside of a State, county, city or town building or public schoolhouse is forbidden by law except upon the occasion of a visit of a citizen of such foreign country as a guest of the United States or this Commonwealth;

Pursuant to law I hereby make proclamation calling for and authorizing the display of the flags of the French Republic upon State, county and municipal buildings, except public schoolhouses, during the coming visit to this Commonwealth of M. le Maréchal Foch.

In addition, I urge that residents, merchants, and business houses of all cities to be visited by M. le Maréchal Foch as far as is in their power do honor to our distinguished guest during his stay in Massachusetts by displaying the flags of this country and the French Republic.



Given at the Executive Chamber, in Boston, this ninth day of November, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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During the year we have tried with a measure of success to commemorate worthily the three hundredth anniversary of the landing of the Pilgrims. We have frequently turned to Plymouth in an endeavor to visualize the little company of sturdy men and women who there laid the foundations of a new civilization. Over and over again we have read the story of their struggle against adversity. How they suffered in body and mind through that first year in the wilderness. But after the winter came the pleasant summer. They tilled the land and their labor was rewarded, for they harvested plenteous crops. There was rejoicing. A day was set apart that the people with grateful hearts might feast and return thanks to their Heavenly Father for the manifold gifts He had bestowed. They were the better men and women for doing so.

Now, therefore, in appreciation of the numerous blessings which have been ours through the past year, in accordance with the custom of my predecessors who have counted it an honor to follow where Governor Bradford led, and with the advice and consent of the Council, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, appoint Thursday, the twenty-fourth day of November, as a day of

### **Thanksgiving and Praise**

On that day let us find and make cause for thanksgiving. Every citizen of Massachusetts, because he is such, has some cause for rejoicing.

On that day let us recall with gratitude that recently the people of one fair section of the Commonwealth, although deeply stirred by the report of the foulest of crimes, evidenced by their restraint their faith in the orderly process of law as administered in Massachusetts. Let us return thanks that our people desire to give their children the benefits of education, and that never before have so many sought admission to our institutions of higher learning. Let there be rejoicing that thrift is held as a virtue and practiced; that the amount saved in small sums is unusually large this year; and that sixty-seven out of each one hundred of our population have savings accounts. There is reason for thanksgiving in the strong support given to worthy causes, in the increasing understanding that citizenship imposes duties as well as confers privileges, and in the realization that the opportunities now are as equal and offer as great rewards to those who strive for and deserve them as in any day or generation of the past. Let there be praise of the manifest desire of the people to end wars and to live in peace with all mankind. Let this be a day of joy for fathers and mothers. Let sons and daughters return to their homes, and there at the family hearthstone let all delight and let none be ashamed to pray for our Commonwealth, our country, and for the true happiness of God's children throughout the world.



Given at the Executive Chamber, in Boston, this sixteenth day of November, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The government census of 1920 revealed more than 276,000 illiterates living in Massachusetts, which enjoys an unusually fine educational system and many eminent schools of learning. The examination of young men for service during the World War revealed a similar deplorable condition in all parts of our country. The greatest danger lies in such illiteracy, and the greatest safeguard of liberty is the practical education of all.

Now, therefore, in accordance with the request of the President of the United States, in his proclamation under date of November 29, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, hereby designate December fourth to tenth as

### **American Education Week**

and strongly urge that public authorities and public-spirited citizens generally throughout our Commonwealth give serious consideration to the necessity of further public education and to the elimination of illiteracy, to the end that Massachusetts may rejoice in a population capable of understanding American institutions and capable of expressing worthy aspirations to uphold American ideals.



Given at the Executive Chamber, in Boston,  
this thirtieth day of November, in the year of  
Our Lord one thousand nine hundred and  
twenty-one, and of the Independence of the  
United States of America the one hundred and  
forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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*Whereas*, The display of the flag or emblem of a foreign country upon the outside of a State, county, city or town building or public schoolhouse is forbidden by law except upon the occasion of a visit of a citizen of such foreign country as a guest of the United States or this Commonwealth;

Pursuant to law I hereby make proclamation calling for and authorizing the display of the flags of the Kingdom of Italy upon State, county and municipal buildings, except public schoolhouses, during the coming visit to this Commonwealth of Generalissimo Armando Diaz.

In addition, I urge that residents, merchants, and business houses of all cities to be visited by Generalissimo Diaz as far as is in their power do honor to our distinguished guest during his stay in Massachusetts by displaying the flags of this country and the Kingdom of Italy.



Given at the Executive Chamber, in Boston, this first day of December, in the year of Our Lord one thousand nine hundred and twenty-one, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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A mighty Nation exalts the name of Abraham Lincoln. A grateful people find in his character and service an eloquent expression of their ideals. Who among his fellows envied him so humble a birth? Who among his fellows could realize that in the struggle and hardship of his youth he might be more fortunate than they? Whatever others were taught, he learned for himself to distinguish unerringly the object from the shadow, and to know the worth of substance and the mockery of show. How deeply burns the love of those who have faced privations together. Fortune, although difficult to understand, usually deals fairly. The luxuries of wealth and the noblest attributes of character have not always gone hand in hand. The contributions of wealth in the making of the world have been as nothing compared with the contributions of character.

In the confusion and uncertainty of today the life of Abraham Lincoln shines out as a beacon light by which we may direct our course to the sheltering harbor. Our citizenship will be ennobled and heartened if more and more it strives to gain possession of the great qualities which he so richly possessed, — love of country, love of human beings, courage and firmness of action when justice demands, kindness, simplicity, truth, and clearness of vision.

To the end that the memory of his public service and

private virtues may be perpetuated in the Commonwealth, now, therefore, by authority of law, I hereby make proclamation setting apart the twelfth day of February as

### Lincoln Day

with the recommendation that it be appropriately observed in the churches, in the schools, by the fireside, and wherever our people come together. On that day and on each succeeding day

With malice towards none, with charity for all, with firmness in the right as God gives us to see the right, let us strive on.



*Witness*, His Excellency the Governor, at Boston, this second day of February, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

### A PROCLAMATION

*Whereas*, In accordance with the provisions of the General Laws, chapter one hundred and twenty-three, sections one hundred and seventeen to one hundred and twenty-four, as amended by the Acts of nineteen hundred and twenty-one, chapter two hundred and seventy, I have been notified by the Commissioner of Correction that the Department for Defective Delinquents at the State Farm is in suitable condition to receive inmates;

*Now, Therefore*, In accordance with the provisions of said chapter, as amended, proclamation is hereby made establishing the said Department for Defective Delinquents at the State Farm as a place for the custody of male defective delinquents.



Given at the Executive Chamber, in Boston, this twenty-third day of February, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The American Legion is now engaged in a nation-wide effort to find employment for every ex-service man in the country. The Massachusetts State Department of the American Legion is trying to find a position for every Massachusetts ex-service man who is able to work, and to aid those veterans and their families who lack the necessities of life. Some communities have been able to report that every able-bodied ex-service man there has been given employment, and that provision has been made for the families of those in actual need. Massachusetts has always stood in the forefront of movements looking towards the alleviation of suffering and the assistance of worthy men. Nothing could give more satisfaction than hearty co-operation in this commendable endeavor to eliminate unemployment and distress in the ranks of those who served their country with valor.

In behalf of the ex-service men of this Commonwealth, in the name of justice, I urge immediate and earnest support of this worthy undertaking led by the American Legion. Let individuals and organizations of all kinds lend their assistance. The need is urgent. The call is insistent. It deserves a complete answer.



Given at the Executive Chamber, in Boston,  
this seventeenth day of March, in the year of  
Our Lord one thousand nine hundred and  
twenty-two, and of the Independence of the  
United States of America the one hundred and  
forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The preservation and development of our forests will contribute to our industrial welfare and add to our individual comfort and enjoyment. It will be helpful in this direction if all our officers of public instruction and of civic and commercial organizations in compliance with the request of President Harding unite in thought and action for the protection of our splendid heritage by planning such educational and instructive exercises as shall bring before the people the disastrous effects of the present waste by forest fires. For that purpose I hereby designate the week of April 16 to 22, 1922, as

#### **Forest Protection Week**

Fifty years have passed since in April, 1872, the State of Nebraska first set apart a day consecrated to tree planting. In order that there may be fitting commemoration of this notable golden jubilee, and in conformity with the requirements of section fifteen of chapter six, General Laws of Massachusetts, I hereby make proclamation setting apart Saturday, the twenty-ninth day of April, 1922, as

#### **Arbor and Bird Day**

I earnestly recommend its general observance throughout the Commonwealth by the planting of trees, shrubs and vines, with a special effort to repair the awful damage wrought by the severe storm of the past winter. In such a

noble endeavor we may induce the thoughtless to refrain from careless and wanton waste, and make possible the increased richness of our bird life. By patient and continued efforts even a dreary waste may be converted into a place of utility and beauty. May each of us so observe the golden jubilee of Arbor Day that we may have a deeper feeling for him who said

I think that I shall never see  
A poem lovely as a tree.



Given at the Executive Chamber, in Boston,  
this eighth day of April, in the year of Our  
Lord one thousand nine hundred and twenty-  
two, and of the Independence of the United  
States of America the one hundred and forty-  
sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The week of April 24 to 29, inclusive, is to be generally observed throughout the United States as "Be Kind to Animals Week," and Sunday, April 30, as "Humane Sunday." It is particularly fitting that in Massachusetts this week should receive special recognition because of the fact that in 1882, in Boston, the first American Band of Mercy was organized, — an organization which has spread throughout every State in this country and in many foreign lands, until now there are over one hundred thirty-seven thousand of these bands, and over three million members.

I therefore proclaim the week of April 24 to 29, 1922, as

#### **Be Kind to Animals Week**

and Sunday, April 30, 1922, as

#### **Humane Sunday**

and request the general observance of these days by teaching the youth of our Commonwealth to be kind and considerate to dumb animals, these faithful friends that mean so much in the activities of our everyday life. It would be well for our churches on Humane Sunday to emphasize the righteousness of kindly consideration to all animal life.



Given at the Executive Chamber, in Boston,  
this tenth day of April, in the year of Our  
Lord one thousand nine hundred and twenty-  
two, and of the Independence of the United  
States of America the one hundred and forty-  
sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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Whereas the achievements of great departed leaders present a continuing challenge to high endeavor, and the ended lives of patriots continue to inspire devoted citizens, and whereas the Grand Army of the Republic, an organization which has contributed pre-eminently to the moral and physical well-being of America, has asked for the special observance of an important occasion, now, therefore, I hereby make proclamation setting apart Thursday, April 27, 1922, the hundredth anniversary of his birth, as

#### **Ulysses S. Grant Day**

On that day let all join under the leadership of the all too quickly fading lines of Civil War veterans in paying tribute to the memory of their loved victorious commander. Let it be an occasion when the valor of General Grant may be extolled, and when the wisdom and devotion of President Grant may be thankfully contemplated. He was called upon not alone to lead armies to triumph, but also to point the way to the reunion of a Nation — almost torn asunder by the fiercest of conflicts. Of him it has been rightly said, he maintained our national honor and he restored our national credit. On that day, in the schools and in other public exercises, may our citizenship recall with gratitude the splendid contribution of one of their noblest countrymen, — a man trained for the pursuits of war, who nevertheless loved and championed peace, and who was alike



esteemed by those he led to victory and by those who after unconditional surrender accepted his generous terms.



Given at the Executive Chamber, in Boston, this thirteenth day of April, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The one hundred forty-fifth anniversary of the adoption of the national flag by the Continental Congress approaches. In accordance with the provisions of a resolve of the year nineteen hundred and eleven, I hereby proclaim Wednesday, the Fourteenth of June, as

#### **Flag Day**

and recommend its observance by the people of the Commonwealth in the display of the flag and in such other ways as will be in harmony with the general character of the day. It is an inspiration to see the flag tenderly borne by the veterans of the Civil War, and to see the reverence in which veterans of the Spanish and World Wars hold the Stars and Stripes. It is the emblem for which they fought. Whatever we do to show our respect and love for "Old Glory" testifies to our love of country and our desire to support and uphold its institutions. The flag is the symbol of the Nation. It tells the story of the trials, the sufferings, the sorrows, the hopes and the achievements of a great people. As it floats proudly before our schoolhouses it reminds us that within children are being trained for the responsibilities of citizenship in a land where all are free, where all have equal rights, and where all have equal duties of serving the common welfare. In such a land the security of the people is found in the general observance of laws and in the honest and fearless administration of even-handed

justice. In such a land where the right of speech is free, the good citizen employs only measured, temperate and truthful words. In such a land those who would prostrate law, who would dethrone justice, who would weaken government, and who would spread strife and discontent among its citizens are enemies of the flag. As we contemplate the history of the flag which has stimulated each generation to nobler purposes and higher ideals, let us rejoice in the heroic deeds of its defenders, and with the courage, the devotion and the faith which they have possessed in abundance let us turn to the duties of to morrow with hope born anew. In doing each day the work which we are fitted to do, in respecting the rights of others, and accepting with willing hearts the full duties of citizenship, we may demonstrate that we understand the meaning of the flag, and that we are devoted to the country for which it stands.



Given at the Executive Chamber, in Boston, this twenty-ninth day of May, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-sixth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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Samuel Adams, native and citizen of Boston, was the progenitor of Independence. To Adams, more than any other of his time save Washington, we owe the liberty which we enjoy. Washington mustered the armies of the Revolution and led them to success. Adams instilled and organized the spirit which made revolution possible. He was the first man in the colonies with capacity to lead who saw that to resist effectively the domination of a distant parliament the colonies must act unitedly. He was a rebel and defied the royal Governor. He struck for Independence at the risk of his own life. When others failed in ardor he planned and vitalized committees of correspondence through which tried patriots kept liberty aflame.

He was a writer of convincing force, a speaker with an almost irresistible appeal, a politician of consummate skill, a matchless manager of men, deeply religious, not sectarian.

His life and means were given to the people. He had no personal interest or ambition to deflect his public aim. He was a member of the Colonial Assembly, for many years its clerk, a sentinel on guard. He led and moulded the town meeting which crystallized the patriotic sentiment of Boston, while Boston, in its turn, inspired the Colony, the Massachusetts Colony, in turn, inspiring all the rest. He was a member of the Continental Congress, and there in conversation and debate demanded independence until he signed his name to the immortal Declaration. He helped to frame the Massachusetts Constitution. He was

a delegate to the Convention which ratified the Federal Constitution. To his shrewd leadership and quiet persistence we owe the ten amendments which constitute our Bill of Rights, protecting States and individuals against undue encroachment by a central power. He was Lieutenant Governor and Governor. He died advanced in years, with small estate, but rich in the people's high esteem.

The two hundredth anniversary of his birth falls on Wednesday, September 27, 1922. As Governor of the Commonwealth he nobly served, I call upon her grateful citizens to recognize the day. Let us meet in the historic places which enshrine his patriotic zeal. Let us unfurl the flags of Massachusetts and of the United States in testimony that his memory still lives among the people whose enfranchisement he wrought. Let us write upon the tablets of our hearts the lesson of his great career. He was a sentinel for liberty. Let us be sentinels for the Republic which he helped to make.



Given at the Executive Chamber, in Boston, this twentieth day of September, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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In accordance with custom, I hereby designate and set apart October 2 to 9, inclusive, as

#### **Fire Prevention Week**

in order that the attention of the people of the Commonwealth may be especially directed to the tremendous waste occasioned by fires. There has been a steady increase in the annual fire loss in Massachusetts, reaching the great total of \$57,671,065 for five years. The loss of life, the loss of homes, the loss of business establishments, the loss of our great forests by fire is something which every citizen should do his full part in preventing. In Massachusetts, the first half of the year 1922 shows a gratifying decrease in devastation by fire.

It is most earnestly urged that during Fire Prevention Week a system of inspections be inaugurated, to be continued throughout the entire year, and that all possible means for lessening the fire hazard in this Commonwealth be considered and put into practical operation.



Given at the Executive Chamber, in Boston,  
this twenty-fifth day of September, in the year  
of Our Lord one thousand nine hundred and  
twenty-two, and of the Independence of the  
United States of America the one hundred and  
forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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On November 11, 1918, the greatest war of all time came to a successful termination. For the first time in the history of our Nation our troops, shoulder to shoulder with worthy Allies, had fought for the preservation of that liberty which centuries of struggle had won for mankind. They had triumphed. The mighty forces mobilized by our peace-loving people have returned to their accustomed places in the civil life of the country. The anniversary of that momentous and happy day will bring to all who engaged in the World War a quickened memory of the tremendous sacrifices endured to insure its success. That anniversary will afford to every patriotic citizen new opportunity to contemplate the magnitude of the service rendered by our defenders and to rejoice in a patriotism that inspired such valor.

Therefore, in keeping with a generally expressed hope that special observance be made of that anniversary, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, do hereby make proclamation, designating Saturday, November 11, as

#### **Armistice Day**

It is directed that the national flag be displayed on all public buildings of the Commonwealth on that day, and it is requested that there be general observance which may give evidence that its significance is appreciated. On that

day as we see with clearer vision the blessings of our preserved liberty, may we take firm resolution to be its worthy defenders.



Given at the Executive Chamber, in Boston, this thirtieth day of October, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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Defying wintry gales, enduring terrible hardships, pinched by hunger, and ravished by disease, a sturdy band of men and women at Plymouth laid firmly the foundations of American government, now become the hope of the world. The winter passed, summer came, and a forbidding soil yielded bounteous crops. After the plentiful harvest the same devout men and women set apart a day for feasting and offering thanks to God. Thus was established the first Thanksgiving Day, now become our distinctively national holiday. In changed and changing conditions, in spite of grave problems and heavy burdens, a mighty people have cause to give thanks for the abundant blessings which are theirs. Our Nation is at peace. There is opportunity for all. Fortune has smiled upon us. This is still the land of plenty. The love of the good, the true, and the beautiful still endures. Useful service is held in honor. The appeals of the unfortunate at home and abroad are answered. Science strides forward, and contributes to the comfort and convenience of mankind. Worthy men and women serve the cause of education.

Now, therefore, in accordance with established custom, I,  
CHANNING H. COX, Governor of the Commonwealth of



Massachusetts, appoint Thursday, the thirtieth day of November, as

### Thanksgiving Day

Let us, mindful of our own good fortune, help some one less fortunate than ourselves. In places of public worship may our hearts be purified from discontent and malice, and filled anew with hope and faith. Wherever possible let the family circle be reunited, for at the mother's side the child of whatever years finds and finds again an inspiration for nobler deeds and higher aims. In the old family home the child of whatever years feels again the warmth of that love which nourished, protected and sustained, and at that shrine come purer and better thoughts.

Our destiny lies within the hearts of our people. May those hearts be kindled with a nobler and a deeper love for righteousness and truth.

Given at the Executive Chamber, in Boston, this tenth day of November, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-seventh.



CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION CONCERNING THE BELCHERTOWN STATE SCHOOL

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The Department of Mental Diseases, acting under the provisions of section thirteen, chapter four hundred and ten of the Acts of 1922, having informed me that the buildings constructed for the purposes and use of the Belchertown State School are so far completed that commitment may be made thereto, I hereby, in accordance with said section, proclaim this school open on and after the twenty-seventh day of November, 1922, for the care and treatment of the feeble-minded.



Given at the Executive Chamber, in Boston, this twenty-fourth day of November, in the year of Our Lord one thousand nine hundred and twenty-two, and of the Independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION PROMULGATING THE SIXTY-SEVENTH ARTICLE OF AMENDMENT TO THE CONSTITUTION

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*Whereas*, A certain article of amendment to the Constitution of the Commonwealth was agreed to in the manner prescribed in said Constitution, namely, in joint session by a majority of all the members elected to the General Court of the year one thousand nine hundred and twenty, and also in the same manner by the General Court of the year one thousand nine hundred and twenty-one;

*And, Whereas*, In accordance with said Constitution, said fact has been certified by the clerk of the joint session of the General Court to the Secretary of the Commonwealth for submission of said article of amendment to the people for their approval; which said article of amendment is as follows:

#### ARTICLE LXVII

Article XLVIII of the Amendments to the Constitution is hereby amended by striking out, in that part entitled "II. Emergency Measures", under the heading "The Referendum", the words "A separate vote shall be taken on the preamble by call of the yeas and nays, which shall be recorded, and unless the preamble is adopted by two-thirds of the members of each House voting thereon, the law shall not be an emergency law; but" and substituting the following:—A separate vote, which shall be recorded, shall be taken on the preamble, and unless the preamble is adopted by two-thirds of the members of each House voting thereon, the law shall not be an emergency law. Upon the request of two members of the Senate or of five members of the House of Representatives, the vote on the preamble in such branch shall be taken by call of the yeas and nays. But

*And, Whereas,* The said article of amendment was duly approved by a majority of the qualified voters of the Commonwealth voting thereon on the seventh day of November, instant;

*Now, Therefore,* I, CHANNING H. COX, Governor, with the advice and consent of the Council, do issue this, my proclamation, and do hereby announce that the said article of amendment has become a part of the Constitution of the Commonwealth of Massachusetts; and all magistrates and officers and all citizens of the Commonwealth are required to take notice hereof and govern themselves accordingly.



*Witness,* His Excellency the Governor, at Boston, this sixth day of December, in the year of Our Lord one thousand nine hundred and twenty-two, and of the independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor, with the advice and consent of the Council.

FREDERICK W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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The history of our Nation is a record of progress and achievement never before equalled in the brief span of one hundred forty-six years. There is reason for it. Fortunately no particular class or group has controlled public thought or action. Our people have selected leaders distinguished by character and ability. In the hour of its supreme test the Nation called Abraham Lincoln to the helm. He was a country lawyer, not widely known. He had no relatives of power or influence. As a youth he had enjoyed almost none of the advantages common to the boys of his time. But he knew the power of truth. He believed in the justice of God and he had faith in mankind. Thus armed he gently guided public sentiment. Sometimes he seemed to follow it. He appealed to the intelligence of men, and never to their prejudice, their passion, or their ignorance. When he laid down his work, he had reunited a nation torn asunder, and he had given freedom to a race. Small wonder that "Never before that startled April morning did such multitudes of men shed tears for the death of one they had never seen, as if with him a friendly presence had been taken away from their lives, leaving them colder and darker. — Their common manhood had lost a kinsman."

Long ago he was summoned from earth, but to the end that the memory of his public service and private virtues may be perpetuated in the Commonwealth, now therefore,



by authority of law, I hereby make proclamation setting apart the twelfth day of February as

### Lincoln Day

with the recommendation that it be appropriately observed in the churches, in the schools, by the fireside, and wherever our people come together. Let us remember on that day, especially in Massachusetts, where freedom found its staunchest advocates, that Lincoln desired the colored race to be wholly free. It is an unhappy augury that, after a lapse of sixty years, members of that race are still fleeing the mob or bending beneath the burden of unjust racial proscription. "With firmness in the right, as God gives us to see the right," let us in the spirit of Lincoln accord in fact that larger measure of political, economic and social justice which the Constitution of the United States guarantees.



*Witness, His Excellency the Governor, at Boston, this third day of February, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-seventh.*

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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April is a most significant month in American history. All the great wars that the country has waged — the Revolutionary, the Civil, the Spanish and the World Wars — had their beginnings in that month. April brings the anniversaries of certain events which are of utmost concern to the Nation and of deep and particular interest to Massachusetts. While the battles of Lexington and Concord gave birth to a spirit which united a people into a nation, they gave dramatic demonstration of the patriotism which burned in the hearts of the sons of Massachusetts. The anniversary of those battles has been set apart by legislative enactment as a holiday for the special commemoration of the services of those who made the first brave stand for independence. Such an anniversary is a fitting time each year for the reaffirmation of our love of country and our continued support of those free institutions in the establishment of which our forebears gave leadership. It is peculiarly appropriate that Massachusetts should on that day testify that her people have kept the faith of the fathers. Therefore, I call upon the people of the Commonwealth for a true observance of Thursday, April 19, as

### **Patriots' Day**

The surviving veterans' organizations of all the wars and their organized descendants living in the capital city are to parade in Boston on the morning of that day. Detachments

of the regular army, the navy and the National Guard will join in that parade, — all attesting to their devotion to country and their support of the principles of justice, liberty and equality upon which our system of government is based. I ask all good citizens for generous help in such a worthy demonstration. Let each city and town in some appropriate manner recall the meaning of the day, and in united effort let Massachusetts proclaim to the country that we glory in the sacrifice and service which has made democracy a success, and proclaim our faith that a loyal American people will achieve their noblest destiny.



Given at the Executive Chamber, in Boston, this sixth day of April, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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In justice to the coming generations it is necessary that we turn energetically to the work of reforestation, in order to replenish our wasted timber lands — not alone the reforestation of large tracts of land, but the planting of trees, wherever possible, on small city lots. One of the outstanding results of an Agricultural Conference of representatives of the six New England States held in Boston last January was the unanimously adopted resolution recommending town forests, which already has prompted many towns to start such forests. To preserve what remains of our once great forests, every effort must be made to arrest the annual waste by fire and other agencies of destruction. The record of 1922 is startling, when forty-one hundred fires swept over eighty-five thousand acres, causing five hundred thousand dollars damage, requiring the expenditure of one hundred thousand dollars to fight them, and taking in their toll five human lives and one hundred twenty-two buildings, to say nothing of destruction of cover for song birds and friendly animal life.

Therefore, in the hope of stimulating greater activity to

protect and to increase our forests, I hereby designate Saturday, the twenty-eighth day of April, 1923, as

### **Arbor and Bird Day**

and the week of April 22-28, 1923, as

### **Forest Protection Week**

and recommend that they be generally observed throughout the Commonwealth by the planting of trees, shrubs and vines. This work may well be done, not only on Arbor and Bird Day, but throughout the season of planting. Let the children in the schools become interested in this helpful and pleasant work, so that they may better understand Nature and more deeply appreciate the beauty of the great outdoors in which they have had a part in creating and preserving.



Given at the Executive Chamber, in Boston, this twelfth day of April, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*. God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The people of the United States have been happy in their experience under a democratic form of government. They have loved peace, but they have not hesitated to take up arms when their rights were threatened, and because they have fought for the cause of righteousness, they have prevailed. They have cherished liberty, but they have remembered that liberty is obedience to law. They have cultivated the soil. They have developed mighty industries, while their commerce has expanded. They have fostered education. They have been mindful of the weak and unfortunate. There has been opportunity for all to enjoy the fruits of their own labor. They have achieved and they have enjoyed blessings beyond measure. Fortunate are they in the possession of a matchless emblem which typifies their victories in war and their progress and attainments in peace, — an emblem which stands for their country, rich in noble traditions and strong in the promise of future glory. The flag is the symbol of the Nation.

The anniversary of its adoption by the Continental Congress in seventeen hundred and seventy-seven approaches, and by virtue of the authority given me by law, I hereby proclaim Thursday, June Fourteenth, as

### **Flag Day**

and recommend "that the day be observed by the people of the Commonwealth in the display of the flag and in such

other ways as will be in harmony with the general character of the day." It would be a fine contribution to the solemnity of the day, and it would enrich our citizenship, if for a moment all within our portals, old and young, would turn their eyes to Old Glory and with sincerity of purpose renew their pledge of allegiance to the flag and the Republic for which it stands.



Given at the Executive Chamber, in Boston, this fifth day of June, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-seventh.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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By proclamation of the President, Friday, the tenth day of August, has been designated as a day of mourning and prayer throughout the United States, in memory of our late beloved President. As Governor of Massachusetts, I urge upon all the citizens of our Commonwealth a proper observance of that day.

President Harding brought to his great office fine ability, sympathetic understanding, and unswerving rectitude. The beneficent influence of his public service will continue to inspire the citizens of our country in their purpose to emulate his devotion to the common weal.

From now until the close of the funeral services let there be universal display of flags at half mast. On the day set apart let general business be suspended, let the people gather in their accustomed places of worship to pay respect to the memory of our late President and to invoke the protection and guidance of Almighty God for our beloved country and for him who has been so suddenly called to meet the tremendous responsibilities of the office of President of the United States. May there be no single community in this old Commonwealth which fails to hold appropriate exercises in houses of worship or in public meeting places on the appointed day. In our universal grief let us give new expression to our appreciation of a kindly, noble life given in our service, and to our faith in the country which he helped to strengthen.



Given at the Executive Chamber, in Boston, this fourth day of August, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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I hereby designate and set apart October 7 to 13, inclusive,  
as

#### **Fire Prevention Week**

The fire loss for the Commonwealth of Massachusetts during the year 1922 was \$14,246,228.00. The per capita loss in the Commonwealth was \$3.69. The total fire loss in the United States, ascertained from the most reliable figures, was over \$500,000,000.

Fire losses from the so-called preventable causes are always heavy. In our Commonwealth such losses are estimated to have been more than \$4,779,882.00 in 1922.

To the tremendous losses already set forth must be added the loss of human lives and the great destruction of growing timber.

It is appalling to think of this loss of life and property which might have been prevented by care on the part of individuals. Everything possible should be done to lessen the fire hazard.

During Fire Prevention Week let there be earnest consideration of methods to accomplish this purpose, and to make the fire loss for the next year the lowest in the history of the Commonwealth.





Given at the Executive Chamber, in Boston,  
this twenty-sixth day of September, in the year  
of Our Lord one thousand nine hundred and  
twenty-three, and of the Independence of the  
United States of America the one hundred and  
forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS HONOR ALVAN T. FULLER, LIEUTENANT GOVERNOR,  
ACTING GOVERNOR

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### A - PROCLAMATION

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For the purpose of protecting property and conserving the forest and timber land of the Commonwealth, sections 29 and 30, chapter 131, General Laws, has placed upon the Governor in the following words the responsibility of suspending the open season for the hunting of any kind of game when in his opinion public exigency requires:

SECTION 29. Whenever, during an open season for the hunting of any kind of game, it shall appear to the governor that by reason of extreme drouth the use of firearms is likely to cause forest fires, he may, by proclamation, suspend the open season and make it a close season for the shooting of birds and wild animals of every kind for such time as he may designate and may prohibit the discharge of firearms on or near forest land during the said time; provided that the governor, by proclamation, may extend such open season on pheasants, partridges, woodcock, quail and squirrels for a period equivalent to the time of such suspension or for a shorter time, as soon as the forest shall be deemed free from danger by fire, but the open season on woodcock shall not be extended beyond the time established by federal law as the end of the open season on woodcock in this commonwealth.

SECTION 30. During a close season proclaimed as aforesaid, all laws relating to the close season shall be in force, and whoever violates any provision thereof shall be subject to the penalty prescribed therefor. Whoever, during a close season so proclaimed, discharges a firearm on or near forest land, or shoots any wild animal or bird, as to which there is no close season otherwise provided by law, shall be punished by a fine of not more than one hundred dollars.

In view of the extreme drouth now existing and the great danger to property and lives which might result from the opening of the hunting season, the Commissioner of Con-

servation, who is charged with the preservation of our natural resources, has urgently requested the exercise of my authority under the provision of chapter 131, General Laws.

It must be obvious to every public-spirited citizen that the danger arising from even the small percentage of fires started by hunters may be considerable, not alone in direct and actual monetary loss, but indirectly in the far-reaching and disastrous results through the destruction of useful birds and by the deterrent effect upon labor and capital which is now being put into the development of forest woodland and orchard properties by individuals and by the Commonwealth.

I therefore consider that the public may be best served by suspending the present open season on any kind of game or animals until a general drenching rain has quenched the present numerous fires and made conditions again favorable within the Commonwealth.

It is earnestly hoped that the present situation will continue for only a short time and as soon as it is deemed safe and proper proclamation will be made opening the hunting season.

Upon the request of the Commissioner of Conservation, I hereby proclaim as provided in sections 29 and 30, chapter 131, General Laws, that the open season for hunting of all kinds of game and animals will be suspended from sunset on Friday, October nineteenth, until further notice.



Given at the Executive Chamber, in Boston, this sixteenth day of October, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

ALVAN T. FULLER.

By His Honor the Lieutenant Governor, Acting Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

BY HIS HONOR ALVAN T. FULLER, LIEUTENANT GOVERNOR,  
ACTING GOVERNOR

### A PROCLAMATION

As provided by chapter one hundred thirty-one, section twenty-nine, General Laws, it became my duty to suspend the open season on wild game.

It now appears that sufficient rain has fallen to remove the danger of forest fires, and it therefore becomes equally my duty to proclaim hereby that the open season on hunting is again in force, as of twelve o'clock noon, October 20, 1923.

Said season to close as of twelve o'clock noon, November 21, 1923, on all birds and game affected by the present statutory season opening October 20 and closing November 20 in each year.

In proclaiming again the open season I wish to express appreciation for the splendid spirit with which the sportsmen of our Commonwealth responded to the requirements of the situation.



Given at the Executive Chamber, in Boston, this twentieth day of October, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

ALVAN T. FULLER.

By His Honor the Lieutenant Governor, Acting Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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In no other respect has the democratic impulse of our people been more profoundly felt than in the field of education. From the years in which our government was founded to the present time, there has been a deep conviction that widespread educational opportunity is essential to the success of democracy. The foundation of the common school was coincident with the foundation of our government itself. With every passing decade, the people have with enlarged vision planned constructively for increasing the facilities of popular education. The record of the growth and development of public education in America is embodied in the history of Massachusetts. Upon our institutions of learning from the elementary school to the colleges, universities, and professional schools, our people must depend in the future as they have depended in the past for the fulfillment of their civic, economic, and social aspirations.

Therefore, in recognition of the important place of education among the activities of a free people, and with the purpose of stimulating a study of the needs of education in relation to its further service to the Commonwealth, I hereby designate the week from November 18 to 24, inclusive, as

#### **Education Week**

and recommend that throughout this week the public join with the authorities charged with the administration of



public education and of all institutions of learning in appropriate exercises and activities designed to exalt the ideals and purposes of education and to make them increasingly effective in the life of the people.



Given at the Executive Chamber, in Boston, this twenty-second day of October, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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It is required by chapter two hundred and ten of the acts of the year one thousand nine hundred and twenty-three, that the Governor shall annually issue a proclamation, calling for a proper observance of November the eleventh, as

#### **Armistice Day**

The greatest war of all time ended with the armistice granted by the allied nations on November the eleventh, one thousand nine hundred and eighteen. The joy and relief which came to the hearts of millions of people over all the world in the cessation of hostilities ought never to be forgotten. Humanity took new hope, and faith in civilization was revived.

Massachusetts must never forget the magnificent response of her sons and daughters during those months of terrible oversea struggle. The story of that period tells of a people ennobled and exalted in their devotion to a cause which stirred their souls.

In recognition of the service of those sons and daughters of Massachusetts who served in the army and navy of the United States during the World War, and in grateful remembrance of all that the first Armistice Day brought to the world, it is fitting that our churches especially observe its anniversary on Sunday, November the eleventh, and that, as the anniversary approaches, there be special exercises in our schools, which may keep fresh its significance.

Fraternal and other organizations may well lead our people in expressions of rejoicing, not alone for Armistice Day, but also that to-day we are at peace with all the world.



Given at the Executive Chamber, in Boston, this first day of November, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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Since the beginning it has been a fine Massachusetts custom to set apart one day each year for the special purpose of giving thanks and praise to Almighty God for the gifts which He has bestowed. The Nation long ago came to see the wisdom of such a course, and now in crowded city and in smallest hamlet our people are glad of the occasion to pause and make grateful acknowledgment of the bounties which they have enjoyed. The devout and sturdy Pilgrims found abundant cause for the first Thanksgiving Day in the bare deliverance from the terrors of absolute want. In contrast today, when comforts are general, when summer has poured forth plenty, and when autumn has given rich overflowing stores, our gratitude should be boundless, and our songs of praise should rise without measure of restraint. Our Nation has been at peace. Our people have been industrious. They have shown heartfelt and generous sympathy for other peoples in distress. Their love of country found new depths in universal sorrow for the loss of their leader who gave his life in their service. Chastened and refined by honorable grief, they have gone forward with new resolution. Children have enjoyed advantages which their parents could not have. The opportunities for education have been widened. There is a general desire to be worthy rather than wealthy, and to minister rather than be ministered unto. Indeed, our blessings are without number.

Now, therefore, in accordance with tradition, and by and with the advice and consent of the Honorable Council, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, do hereby appoint Thursday, the twenty-ninth of November, as

### A Day of Thanksgiving and Praise

to Almighty God, "the Giver of every good and perfect Gift."

Let us with a gladsome mind,  
Praise the Lord, for He is kind;  
For His mercies shall endure,  
Ever faithful, ever sure.

Let this be a day of joy for fathers and mothers. Let sons and daughters return to their homes. At altar and family hearthstone let the people join in reverent acknowledgment of their rich favors, and in prayer for our Commonwealth, our country, and the true happiness of the whole world.



Given at the Executive Chamber, in Boston, this seventeenth day of November, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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Warren Gamaliel Harding, twenty-ninth President of the United States, died in the service of his country. He exhausted himself in efforts to solve the post-war problems that beset all civilization, and wore himself out in performing the onerous and ever-multiplying duties that have fallen to the lot of our Presidents.

An association of citizens of the United States, including the President and his entire cabinet, has been incorporated for the purpose of erecting a suitable memorial to our late President.

The threefold purpose of this association is to erect and maintain in perpetuity a mausoleum wherein to place the remains of the late President, to acquire his home in Marion, Ohio, for conversion into a shrine wherein all his personal effects, books, speeches, mementos and belongings, together with a roll of the names of all those who contribute to the fund for these purposes, may be preserved in affectionate memory and understanding; and to endow a Warren Gamaliel Harding Chair of Diplomacy and the Functions of Government in connection with some existing university.

*Whereas*, I am confident that it is the desire of all good citizens of this State to assist in perpetuating the memory of the man who has held the high office of President of the United States and commanded so universally the affection and respect of those for whom he labored and laid down his life:

*Now, Therefore, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, do hereby proclaim for this purpose the week of December 9 to December 16*

### **Harding Memorial Week**

and urge all religious, business, social, fraternal and civic bodies to commemorate our late President in a fitting manner at one of their regular or special services or meetings, and to contribute to this memorial according to their means and inclination.

It would be most fitting for all our colleges and schools, both public and private, to hold exercises which may set forth the duties and powers of the President of the United States and emphasize the tremendous responsibilities and burdens which that office imposes. May every student in our colleges and schools have some part, however small, in establishing a suitable memorial to a sincere and devoted leader who gave his all in the service of his country in a most difficult period. In the calm review of President Harding's labor for the welfare of our times, and in preserving the example of his sacrifice, we may find new inspiration to be worthier citizens of a country which has enjoyed noble leadership.



Given at the Executive Chamber, in Boston, this fifth day of December, in the year of Our Lord one thousand nine hundred and twenty-three, and of the Independence of the United States of America the one hundred and forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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In each generation of America great men have stood forth as the sufficient leaders of their day. Controversies have raged around them while they lived. Their motives have been misunderstood. Only when death has wrapped her mantle about them can there be a dispassionate appraisal of the value of their service, — an appraisal free from rancor and bitterness. Sometimes when years have intervened, even after their death, the calm judgment of posterity revises the estimate of a leader's contemporaries. How wonderful that as the figure of Abraham Lincoln becomes a fast-fading picture in the eyes of all who looked upon him, the nobility of his character, his power to see the right, his courage to do justice, and his abiding faith in God and his fellow men become year by year more vital in the hearts of his countrymen. Others may have possessed more grace and charm, but to his genuineness, to his true-ness, to his sincerity of purpose, to his mighty achievement, and to his sacrifice, a grateful people turn as they seek an expression of their ideal. They find never-failing inspiration in the contemplation of one, denied all favoring gifts of birth or circumstance, rising in majestic power to preserve a nation and to make a people free. Their faith is born anew for they see him —

As one who knows, where there's a task to do,  
 Man's honest will must Heaven's good grace command;  
 Who trusts the strength will with the burden grow,  
 That God makes instruments to work His will —

To the end that the memory of his public service and private virtues may be perpetuated in the Commonwealth, now, therefore, by authority of law, I hereby make proclamation setting apart the twelfth day of February as

### Lincoln Day

with the recommendation that it be appropriately observed in the churches, in the schools, by the fireside, and wherever our people come together, so that the glory of such a life may live on forever and give new hope to our day and to the generations yet to be.

*Witness*, His Excellency the Governor, at Boston, this first day of February, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-eighth.



CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION RESPECTING THE LATE WOODROW WILSON**

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With profound sorrow the people of our Commonwealth have learned of the death of Woodrow Wilson. The leader who carried the heavy burden of their national government during eight years of deepest trial has ended his earthly labors. His was the mighty responsibility of summoning the American people to enter the greatest of wars and to hold them steadfast in their purpose unto the end. His large contribution to the preservation of civilization will be held in most grateful remembrance. The country is the better for the ideals to which he gave expression. He gave his life in the service of a people who honored him living and who are crushed in universal grief by his death.

In token of the love and reverence which our people bore him, I direct that the national and State flags be flown at half-staff on all the buildings of the Commonwealth for a period of thirty days, and urge that in our schools and churches his loss be marked with proper ceremony.





Given at the Executive Chamber, in Boston,  
this fourth day of February, in the year of Our  
Lord one thousand nine hundred and twenty-  
four, and of the Independence of the United  
States of America the one hundred and forty-  
eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The present year marks the one hundredth anniversary of the organization in London, England, of the first Society for the Prevention of Cruelty to Animals. Today in every State of the Union there are branches of this society, and it is through the influence of the Massachusetts Society for the Prevention of Cruelty to Animals that "Be Kind to Animals Week" was first established. Today the appeal is general throughout the United States.

In fitting recognition of the one hundredth anniversary of this noble endeavor, I appoint Sunday, April 6, 1924, as

#### **Humane Sunday**

and the week of April 7-12, 1924, as

#### **Be Kind to Animals Week**

During this time, especially, our citizens are asked to make a genuine effort to further this humane cause of kindness to dumb animals.



Given at the Executive Chamber, in Boston,  
this eighteenth day of March, in the year of  
Our Lord one thousand nine hundred and  
twenty-four, and of the Independence of the  
United States of America the one hundred and  
forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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Whether dwelling in urban or rural communities, all of our citizens have a vital concern in conserving our forests and in protecting them from needless destruction. We need wood for shelter and heat. We need forests to stabilize the flow of streams which not only turn wheels of industry but bring pure drinking water to our cities. We need the cool and quiet of groves where we may seek rest from confusion and turmoil, and we need forests as cover for the birds and small wild animals which have shown their friendship and value to men.

The Commonwealth is endeavoring to stimulate the planting and growing of trees. More than 100,000 acres of waste land in Massachusetts are now being reclaimed and planted with forest trees. The Commonwealth also has 20,000,000 forest trees in nurseries, to be furnished cities and towns free of cost for town forests. Already thirty-five municipal forests have been established here, with the promise that many other cities and towns will help in this work of conservation. Although progress has been made, the practical work of conserving our forests must be extended, and it must have the intelligent and sympathetic support of our people. Fire waste no less than wanton destruction must be eliminated, for each year large tracts of timber are devastated by forest fires caused by the carelessness of those who frequent the woods.

Therefore, in obedience to the law of the Commonwealth,  
I designate Saturday, the twenty-sixth day of April, as

**Arbor and Bird Day**

and the week beginning April twenty-first, as

**Forest Protection Week**

and recommend that wherever possible each citizen plant a tree or shrub, and in any event, give consideration to the vital need of forest conservation and protection.



Given at the Executive Chamber, in Boston  
this eighth day of April, in the year of Our Lord  
one thousand nine hundred and twenty-four,  
and of the Independence of the United States of  
America the one hundred and forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The flag of a nation is the symbol of its government, its power, and its history. The flag of the United States represents the greatest republic the world has ever known. It represents a peace-loving, industrious people who have developed the resources given them by nature. It represents a people who have a firm belief in God, who desire the good will of other peoples, and whose hearts go out to the poor and unfortunate the world over. To maintain that flag our people have been willing to make great sacrifices both at home and abroad. It has been necessary to wage constant battle for justice and right, not only here but across the seas. The valor displayed by our soldiers and sailors in defending that flag and the principles which it represents enriches the honorable record of a worthy people.

The one hundred and forty-seventh anniversary of the adoption by the Continental Congress in 1777 of the flag approaches. In accordance with the provisions of a resolve of the year 1911, I hereby proclaim Saturday, June 14, as

### **Flag Day**

and earnestly recommend that fitting exercises be held in its honor throughout the Commonwealth, and that every citizen renew his pledge of loyalty and allegiance to the flag and the Republic for which it stands.



Given at the Executive Chamber, in Boston,  
this twenty-eighth day of May, in the year of  
Our Lord one thousand nine hundred and  
twenty-four, and of the Independence of the  
United States of America the one hundred and  
forty-eighth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The total fire loss for Massachusetts in 1923 was \$19,022,000, an increase of \$4,777,000 over the previous year. The per capita loss was \$4.94. Of the entire loss for the year, the so-called preventable loss was \$17,000,000. The total fire loss for the country was over \$500,000,000 last year. The enormous economic loss, the frequent loss of life, and the loss of employment oftentimes entailing misery are distressing features not revealed by figures. Since the major portion of the loss of human life and material wealth could have been avoided by reasonable precautions and proper exercise of care, it is evident that with concerted action this large burden can be lessened. That there may be earnest consideration of methods to accomplish such a desirable purpose, I hereby designate and set apart the period from October 5 to 11, inclusive, as

### **Fire Prevention Week**

Civic organizations and the press are urged to join in an effort to impress upon the public the economic and human aspects of the situation created by needless burning. American efficiency should not tolerate such a readily eliminable drain upon our resources.



Given at the Executive Chamber, in Boston,  
this third day of October, in the year of Our  
Lord one thousand nine hundred and twenty-  
four, and of the Independence of the United  
States of America the one hundred and forty-  
ninth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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Sections twenty-nine and thirty of chapter one hundred thirty-one of the General Laws impose upon the Governor the responsibility of suspending the open season for hunting of any kind of game when in his opinion public exigency requires the protection of property and conservation of forest and timber land.

In view of the extreme drouth now existing and the great danger to property and lives which might result from the continuance of the hunting season, the Commissioner of Conservation, who is charged with the preservation of our natural resources, has urgently requested a suspension of the open season.

The record of forest fires for the past month as reported to the State Fire Warden is as follows:

Fires for the week ending October 4 . . . . .	12
Fires for the week ending October 11 . . . . .	34
Fires for the week ending October 18 . . . . .	72
Fires for the week ending October 25 . . . . .	223

A similar record in neighboring States has compelled the closing of the hunting seasons there. According to the Weather Bureau the rainfall during the month of October was .22 inches as against the usual rainfall of 3.68 inches. The Weather Bureau is unable to predict any immediate relief from this situation.

It must be obvious to every public-spirited citizen that the danger arising from even the small percentage of fires



started by hunters may be considerable, not alone in direct and actual monetary loss, but indirectly in the far-reaching and disastrous results through the destruction of useful birds and by the deterrent effect upon labor and capital which is now being put into the development of forest woodland and orchard properties by individuals and by the Commonwealth.

It therefore appears that the public may be best served by suspending the present open season upon any kind of game or animals until a general drenching rain has quenched the numerous fires and made conditions again favorable within the Commonwealth.

It is earnestly hoped that the present situation will continue for only a short time, and as soon as it is deemed safe and proper proclamation will be made opening the hunting season again.

Upon the request of the Commissioner of Conservation, I hereby proclaim as provided in sections twenty-nine and thirty, chapter one hundred thirty-one, General Laws, that the open season for hunting of all kinds of game and animals will be suspended from sunset on Tuesday, October 28, until further notice.



Given at the Executive Chamber, in Boston, this twenty-eighth day of October, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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Six years ago, on a clear November morning, Americans were awakened by the joyful pealing of bells, proclaiming that the greatest war in history had culminated in victory, hard earned and well won. No man or woman who was alive on that day can ever forget the exaltation of that moment, the laughter and the tears, the jubilation and the deeper emotions which sought expression in prayers of gratitude.

As that anniversary recurs, the spirit of our people, thankful that the cup of conflict was so soon permitted to pass, and soberly conscious that some of the problems and burdens coming out of that war are still upon us, pauses in recollection of our own part in that great struggle.

Let us, on this anniversary, remember the men, clear-eyed and young, who stood between us and defeat, who happily went forward, who suffered without complaint, who, reinforcing the worn levies of our Allies, pushed forward and saved the day for humanity. Some lie in beautiful France, where nature's healing touch has covered the scars of battle; some lie here in hallowed spots of the land they loved; some, still torn by the cruelty of war, present examples of sacrifice ennobled and inspiring. The rest of that splendid army and navy, excepting those few whose duty still makes them our defenders, are bearing their part in the affairs of men, cherishing the memory of the service which they so freely gave mankind.

We remember as well those delicately nurtured women,

who, from the surge of their spirit, gave to striving and victory that touch which only woman's sweet, gracious sympathy can bring to the affairs of mankind, be they calm or turbulent.

Because of the gratitude which we owe these men and women, the General Court has required by chapter two hundred and ten of the acts of the year one thousand nine hundred and twenty-three, that the Governor shall annually issue a proclamation, calling for a proper observance of November the eleventh as

### Armistice Day

It is fitting that the people of Massachusetts, in their homes, their places of worship, and the meeting places of their social and fraternal organizations, observe Armistice Day, by giving recognition to the obligation which we owe to those who brought victory to our arms and those who, close to the field of operations, supported our army and navy. It is also fitting that we take renewed inspiration from such deeds, that the citizenship which was so valiantly maintained shall in time of peace be strengthened and sustained.

Above all, let us seek the guidance of Almighty God, that we may walk in righteous paths and that we may deserve and enjoy the blessings of an honorable peace, maintained under His protection with all the nations of the world.



Given at the Executive Chamber, in Boston, this fifth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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*To the Citizens of the Commonwealth of Massachusetts.*

It becomes my solemn duty to announce the death of our senior United States Senator, Henry Cabot Lodge, who died late last night in the city of Cambridge. The death of Senator Lodge, who has represented the Commonwealth in the United States Senate since March 4, 1893, comes as a great shock and brings profound grief to the citizens of Massachusetts.

A great man has gone from us. The character of his long public service may be measured by the highest standards, and it will not be found wanting. For a generation it made him a national figure. He never avoided a struggle for the principles which he embraced, and he met such contests with the vigor and grasp of an outstanding statesman. His broad culture and intellectuality were known not only to his countrymen but over all the world. His talents would have made him eminent in any walk of life. This is made clear by his rank as an historian, biographer and essayist. He chose, however, the public service, and became not only a great party leader but one of the great Americans of his time. His name will be written large in the history of his country, and will ever be cherished by the Commonwealth which he so ably served and so passionately loved. Massachusetts has been fortunate in the line of distinguished men who have been her representatives in the United States Senate, and Henry Cabot Lodge's place is secure in this honored company.

In the deep solicitude which the people have shown during the last days of Senator Lodge's illness there has been a reflection of the appreciation of the distinguished service which he has rendered our people, and in the generous tributes from men of all parties and all walks of life there has been convincing evidence of the veneration in which he was held by his fellow citizens of Massachusetts.

In recognition of his eminent services and as a sign of mourning for the passing of one who so richly contributed to all that is noblest and best in the traditions of Massachusetts, it seems fitting that the State departments be closed during the hour of his funeral, that the flags throughout the Commonwealth be placed at half staff from now until after his body has been laid at rest, and that our citizens by all appropriate methods show their respect for his memory.



Given at the Executive Chamber, in Boston, this tenth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### **A PROCLAMATION**

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The dignity of a nation depends in a great degree upon the literacy of its people. No nation's problem is more ever-present than the education of its people. This is especially true of the United States. Our great citizenship, recruited from many sources, can be best unified by drawing together all our elements through the common touch which comes from the understanding of our language, and, through it, a knowledge of our ideals.

The one sure way to governmental permanence is through education. While there are a few who abuse knowledge, and while there are those to whom "a little knowledge is a dangerous thing," it is only ignorance that can be led into revolt. The disturber may, with the advantage of his own misapplied education, find it easier to lead others along the path he treads, but he knows that his strength lies in the lack of schooling of those who follow him.

The custom has lately been established of setting aside a week in each year for the consideration of the problems arising from the efforts to decrease the illiteracy of this Nation and to continue to build up a far-reaching and helpful educational system. In no part of this Nation has this custom met a heartier response than in Massachusetts, whose seats of learning — schools, academies, colleges, universities — are among her dearest heritages. Here child and youth, man or woman, may drink deep at the well of knowledge. Here those whose days are given to business may in their evenings continue to study. The Commonwealth is

the rock upon which rests all our institutions of learning, public and private. Her own activities are manifold, and she is the partner of all, who within her boundaries carry the torch of knowledge.

Now, therefore, in recognition of the ever-present need of a responsible citizenship, made and kept so through education, I appoint the week of November seventeenth to twenty-third inclusive, as

### American Education Week

and recommend that our citizens give active support to this effort to make our Nation still greater and nobler by encouraging and assisting her in the widespread giving of the greatest gift she can offer to her citizens.



Given at the Executive Chamber, in Boston, this twelfth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION

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From the beginning, the people of Massachusetts at the call of their chosen leaders have been wont to set apart one day each autumn for giving thanks to Almighty God for the blessings which He has bestowed upon His children during the year. Customs which reflect the aspirations of the soul are enduring. This beautiful festival, first celebrated at Plymouth, is now observed throughout the entire Nation. Even beyond the borders of our country, wherever Americans may be, this fine custom bids them pause to reappraise their heritage and to renew their faith. A mighty people does well to follow the reverential example of that small company of indomitable Pilgrims. They prayed for a continuance of God's infinite mercy, but first their overflowing hearts gratefully acknowledged the rich and bounteous gifts which were already theirs from His sustaining hands.

*Now, Therefore*, in accordance with ennobling tradition, and by and with the consent of the Honorable Council, I, CHANNING H. COX, Governor of the Commonwealth of Massachusetts, do hereby appoint Thursday, the twenty-seventh day of November, as

### A Day of Thanksgiving and Praise

Let devout hearts praise Him in places of worship and in the home as the sweet ties of family are renewed. Let us return thanks that our Nation is at peace; that our pros-

perity has enabled us to give succor and cheer to others less fortunate; that in our marts "trade, the calm health of nations," still flows "in strengthening tides;" that no scourge or epidemic has swept over the land; and that nature has given so rich a harvest. Let us remember not alone our material blessings, but let us give thanks for all that has quickened a worthy spirit. Let each individual bring to his Maker gratitude for every hatred destroyed, for every degrading impulse conquered, for every prejudice abandoned, and for every enlightened and tolerant thought, secure in the knowledge that every such expression will be pleasing in His sight. On this day let us join in a prayer for His continued blessing upon our Commonwealth, upon our country, and upon all Nations of the World.



Given at the Executive Chamber, in Boston, this fourteenth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS HONOR FREDERIC W. COOK, ACTING GOVERNOR

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### A PROCLAMATION

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*Whereas*, As provided by law it became the duty of His Excellency the Governor to suspend the open season on wild game; and

*Whereas*, The Commissioner of Conservation now advises that sufficient rain has fallen to remove the danger of forest fires, it therefore becomes equally my duty to proclaim hereby that the open season on hunting is again in force as of November 24, said season to close as of sunset, November 29, on all birds and game affected by the present statutory season opening on October 20 and closing on November 20 in each year.

While under the law the season may be extended by a number of days equivalent to the closed period, this would be inadvisable owing to the fact that the open season on deer extends from sunrise on December 1 to sunset on December 6, during which period as a matter of safety the minimum of sportsmen should be permitted in the field on account of the possible dangers from the use of guns loaded with buckshot and ball, and also considering that during such period no hunting dogs may be used in the pursuit of birds or quadrupeds.

In proclaiming again the open season, it is a great satisfaction to make record of the splendid spirit with which the sportsmen of our Commonwealth responded to the requirements of the situation.





Given at the Executive Chamber, in Boston,  
this twenty-fourth day of November, in the  
year of Our Lord one thousand nine hundred  
and twenty-four, and of the Independence of  
the United States of America the one hundred  
and forty-ninth.

FREDERIC W. COOK.

By His Honor the Acting Governor.

HERBERT H. BOYNTON,

*Deputy Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## *The Commonwealth of Massachusetts*

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION CONCERNING THE ELECTION OF ELECTORS OF PRESIDENT AND VICE PRES- IDENT OF THE UNITED STATES

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*Whereas*, It is provided by section 118 of chapter 54 of our General Laws that "The copies of the records of votes for presidential electors shall, in any event, within ten days after they have been transmitted to the secretary of the commonwealth be opened and examined by the governor and council, who shall thereafter declare, by proclamation printed in at least one newspaper in each county, the names of the persons who have received at least one-fifth of the entire number of votes cast for electors, and the number of votes received by each such person."

*Now, Therefore*, I, CHANNING H. COX, Governor, by virtue of the authority to me given in the chapter above cited, do, with the advice of Council, issue this, my proclamation, and do hereby announce that at the election of electors of President and Vice-President, held on the fourth day of November last past, the following-named persons received the number of votes set against their names:

[For names and votes, see election returns, office of Secretary of State] and that it appears from such returns that no other person received one-fifth of the whole number of votes cast at said election, for electors of President and Vice-President of the United States.



Given at the Council Chamber, in Boston, this twenty-sixth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor, with the advice of the Council.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION PROMULGATING THE SIXTY- EIGHTH ARTICLE OF AMENDMENT TO THE CONSTITUTION

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*Whereas*, A certain article of amendment to the Constitution of the Commonwealth was agreed to in the manner prescribed in said Constitution, namely, in joint session by a majority of all the members elected to the general court of the year one thousand nine hundred and twenty-one, and also in the same manner by the general court of the year one thousand nine hundred and twenty-three;

*And, Whereas*, In accordance with said Constitution, said fact has been certified by the clerk of the joint session of the general court to the secretary of the Commonwealth for submission of said article of amendment to the people for their approval; which said article of amendment is as follows:

#### ARTICLE LXVIII

Article III of the amendments to the constitution, as amended, is hereby further amended by striking out, in the first line, the word "male."

*And, Whereas*, The said article of amendment was duly approved by a majority of the qualified voters of the Commonwealth voting thereon on the fourth day of November, instant:

*Now, Therefore*, I, CHANNING H. COX, Governor, with the advice and consent of the council, do issue this my proclamation, and do hereby announce that the said article of amendment has become a part of the Constitution of the

Commonwealth of Massachusetts; and all magistrates and officers and all citizens of the Commonwealth are required to take notice hereof and govern themselves accordingly.



*Witness*, His Excellency the Governor, at Boston, this twenty-sixth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.

CHANNING H. COX.

By His Excellency the Governor, with the advice and consent of the Council.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CHANNING H. COX, GOVERNOR

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### A PROCLAMATION PROMULGATING THE SIXTY-NINTH ARTICLE OF AMENDMENT TO THE CONSTITUTION

---

*Whereas*, A certain article of amendment to the Constitution of the Commonwealth was agreed to in the manner prescribed in said Constitution, namely, in joint session by a majority of all the members elected to the general court of the year one thousand nine hundred and twenty-one, and also in the same manner by the general court of the year one thousand nine hundred and twenty-three;

*And, Whereas*, In accordance with said Constitution, said fact has been certified by the clerk of the joint session of the general court to the secretary of the Commonwealth for submission of said article of amendment to the people for their approval; which said article of amendment is as follows:

#### ARTICLE LXIX

SECTION 1. No person shall be deemed to be ineligible to hold state, county or municipal office by reason of sex.

SECTION 2. Article IV of the articles of amendment of the constitution of the commonwealth, as amended by Article LVII of said amendments, is hereby further amended by striking out the words "Change of name shall render the commission void, but shall not prevent reappointment under the new name", and inserting in place thereof the following words:— Upon the change of name of any woman, she shall re-register under her new name and shall pay such fee therefor as shall be established by the general court.

*And, Whereas*, The said article of amendment was duly approved by a majority of the qualified voters of the Com-

monwealth voting thereon on the fourth day of November, instant:

*Now, Therefore, I, CHANNING H. COX, Governor, with the advice and consent of the Council, do issue this my proclamation, and do hereby announce that the said article of amendment has become a part of the Constitution of the Commonwealth of Massachusetts; and all magistrates and officers and all citizens of the Commonwealth are required to take notice hereof and govern themselves accordingly.*



*Witness, His Excellency the Governor, at Boston, this twenty-sixth day of November, in the year of Our Lord one thousand nine hundred and twenty-four, and of the Independence of the United States of America the one hundred and forty-ninth.*

CHANNING H. COX.

By His Excellency the Governor, with the advice and consent of the Council.

FREDERIC W. COOK,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts*



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## OFFICIAL ADDRESSES

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## AT THE CELEBRATION OF THE THREE HUNDREDTH ANNIVERSARY OF THE RETURN OF THE "MAYFLOWER"

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April 15, 1921

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A few months ago the eyes of the Nation were turned to Plymouth as the three hundredth anniversary of the landing of the Pilgrims was so fittingly commemorated. The story of resolute and determined men and women was retold, of the departure from England for Holland to avoid persecution, of their preparation for migrating to a new country, of the eventful voyage itself and of the miscalculation which brought the "Mayflower" to Massachusetts Bay, and the decision to try their lot here at Plymouth. Again the people were thrilled in the contemplation of the mighty influence of the founders of Plymouth Colony upon the life of a great and powerful Nation. The twenty-first of December, 1620, is accepted as the date which marks the culmination of hopes long cherished, as the end of much anxiety, and as the beginning of a new civilization. That date may well stand as the most important in the history of the Pilgrims.

There must have been joy in the hearts of that little company, who had been for months in such close quarters on the "Mayflower," as they landed here in December with the realization that here they were to stay, and with some assurance that here they might have sufficient food and shelter to keep soul and body together through the winter. And they settled down to the task of battling for an existence, and they battled against great odds. No one who has any imagination, no one who has real human sympathy, can read of the hardships which the Pilgrims suffered during that first winter without being deeply moved. It is small wonder that men and women glory if they may trace their ancestry to those who voluntarily entered upon an expedition requiring

so much sacrifice and so much privation. And yet through all that winter there was one reason for consolation. There was an ever-present way out of their difficulty. The Pilgrims knew that the winter must end, and if they were alive when the good weather came again, there lay the "Mayflower" at anchor in the harbor. They could pronounce the venture a failure and they could sail back home.

Then came April 15, 1621, and the "Mayflower" weighed anchor and set sail on the return voyage — the return to home. Of the hundred who had landed in December, fifty-one had succumbed to various ills, and they lay buried on yonder hilltop. The survivors had the opportunity to return home with the "Mayflower," but not one was willing to turn back from the great work which had been begun. What must have been the thoughts of the members of that frail colony in this town three hundred years ago this night? When the "Mayflower" sailed out of sight, their one chance to return was gone. From that day the Pilgrims became exiles indeed. We do well to pause tonight and try to grasp the significance of April 15, 1621, in the life of the Pilgrims. It was the day of renunciation. It was a day of reconsecration to a noble purpose. With heavy hearts, no doubt, but with true Christian fortitude, the Pilgrims turned to the work of making a permanent home in New England, and of preparing for others whom they hoped might have the faith and the courage to join them. The Pilgrims were strong as they determined to leave England. The Pilgrims were strong as they determined to set out for the new world. The Pilgrims, reduced in numbers, weakened by the awful sufferings of that first winter, stand revealed as men and women of sublime moral courage, in their choice of April 15, 1621, to remain steadfast and to complete the work of establishing civil and religious liberty.

Sometimes today we hear complaints of untoward conditions. Sometimes we hear wails of despair. Sometimes we see men dissatisfied with their lot and refusing to make their fair contribution to the cause of humanity. They feel that the world has dealt more generously with some of their fellow men. They would deprive others of the rewards earned by

thrift and industry and self-denial. On a great anniversary such as we commemorate tonight, when we pay tribute to the strength of character of those who laid firmly the foundations of our institutions, I have faith to believe that we may receive new inspiration to do even as they and to meet our problems with courage; that we may be confirmed in our real purpose; and that we may resolve firmly to safeguard the priceless heritage of the fathers, and to be in truth worthy inheritors of a glorious past. The America to whose up-building the Pilgrims contributed so much is still the haven of the oppressed. America is still the land of opportunity. The world looks to America for leadership, and in her ideals a tired humanity finds its brightest hope. This is not the hour for discouragement. Let us, with the faith of the Pilgrims as they saw the "Mayflower" disappear, lift our eyes from the picture of despair and turn with confidence to the day which is dawning, and greet with a hail the sun which is rising upon a new day of greater splendor and glory for America.

AT THE INAUGURATION OF DR. ERNEST FOX  
NICHOLS AS PRESIDENT OF MASSACHUSETTS  
INSTITUTE OF TECHNOLOGY

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Cambridge, June 8, 1921

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Massachusetts is small in area. She has not been able to supply large quantities of food to the rest of the world. Massachusetts is not rich in natural resources. She has not been able to furnish timber or to yield precious ores for other States. But to her glory Massachusetts has been rich in men capable of service, and these she has generously given to the world. Men have fared forth from Massachusetts carrying with them a love of civil and religious liberty. Men have gone forth from Massachusetts carrying with them an understanding of free institutions, and wherever they have settled, there they have been leaders in establishing and maintaining ordered government under law. Men have learned history in Massachusetts, and they have been able to aid their fellow men in charting a future course in the light of past experience. Massachusetts was early to recognize the importance of science, and she has been zealous to offer to her sons every opportunity of technical training.

Today we have assembled at one of the great institutions of Massachusetts, — a seat of learning where men have studied with serious purpose under skilled teachers, and from which they have gone forth well equipped to do large things for the welfare of the world. The Institute of Technology has brought prestige to Massachusetts. Her people rejoice in your strength, in your eminent faculty, in your superb buildings, in your endowment, in your mighty army of loyal alumni, and in the body of eager students coming here from all parts of the world. Massachusetts holds in tender regard those who have labored and sacrificed to make

Technology strong and great. So devoted, so gifted have been the leaders of this great school that when they have fallen one after another it has seemed a task of the utmost difficulty to fill their places. Today we meet with rejoicing. A new leader has answered the call of duty, and confidently we pledge our support to him who has so amply demonstrated his capacity as student, teacher, scientist, administrator, and as a red-blooded leader of men. It is a particular satisfaction for me to have a brief part in these exercises, for one of the most pleasant recollections of my own college days is the course in physics which I took under your new president. No one could have such an opportunity and not be impressed with the wide learning, and, even more, the high character and genuine human sympathy of Dr. Nichols.

So as the representative of the Commonwealth I welcome you, President Nichols, not only as the new head of this great institution which has contributed so richly to the good name of Massachusetts, but in these days of confusion I welcome you into the life of Massachusetts, knowing you to be a right-thinking, public-spirited citizen. May the Institute of Technology under your leadership enjoy continued success, and may her sons in larger measure than ever before be of real service to humanity.



## AT THE COMMENCEMENT OF HARVARD UNIVERSITY

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Cambridge, June 23, 1922

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Mr. Lowell in one of his essays tells of a pauper graduate who always borrowed a black coat and came to eat Commencement dinner, not that it was far better than the one which daily graced the board of the public institution where he lived, but that he might enjoy the satisfaction during the other 364 days of the year of having done something which none of his fellow commoners could do. No such motive has prompted you to come here today, but none the less, there must be a bit of satisfaction in the realization that you have earned the right to claim comradeship in this mighty association of Harvard graduates. It is like a home-coming when the younger brother is about to fare forth to make his own way in life. At such a time it is but natural that you should look with pride upon those who have rendered unusual service and have achieved merited success, and that you should speak words of encouragement to those who have tried but have met failure. The emotions which have their play at such a time and on such an occasion are ennobling and inspiring.

Your presence here today is evidence of your belief in the things for which Harvard stands, of your desire to help in the work which Harvard is doing, of your faith in Harvard. In these days when we have acquired the habit of questioning the wisdom of almost everything, it is fine that we may have faith in an institution like Harvard. Massachusetts owes much to Harvard. Men have come to Cambridge from all parts of the world. Here they have worked and lived among Massachusetts people, and wherever they have gone, there they have taken with them a sympathetic understanding of Massachusetts. Harvard men have been among

the richest contributors to the well-being of this Commonwealth. It is a privilege to stand here where so many of my predecessors have stood, to acknowledge with gratitude the debt which Massachusetts owes to Harvard, and to urge that in the future the sons of Harvard may continue constant in their devoted service to Massachusetts.

In a recent magazine article the question is asked, "What constitutes an educated person today?" It might be easier to define an uneducated person. I am confident we could agree at least that a person is not educated who does not feel the vital need today of discharging his obligations as a citizen. That obligation cannot be discharged merely by casting an intelligent vote. In the continuous discussion of present problems, many of them are so complex and are so far-reaching that sometimes in our quest to right the wrongs of the world we fail to do the practical things at hand which make a better community in which to live. In general, men would agree that our jury system honestly administered has been one of the mighty bulwarks of our liberties. In particular we have recently found in one of our counties great difficulty in constituting from 650 men summoned and 572 examined a jury of 12 to decide a capital case. In general, we decry huge governmental expenditures. In particular, we find little popular support when an officer of government endeavors to prevent increases in salaries. A reduction of expenses must affect a branch of the service in which many good people are interested, and then there is a protest against crippling an important public undertaking.

It was necessary to have great drives for the support of the war. Although the war has ended, the drives continue. We have drives for charities. We have known the Inter-church Movement. We are having drives for legislation with all the enthusiasm and all the organization of a war-time activity. A few people determine upon some specific piece of legislation. They form an organization to promote it. Whether important or trifling, these well-intentioned people have no tolerance for a fair-minded legislator who tries to weigh its need in comparison with other State needs. Petitions are put in circulation. They are signed by thousands, although

many of the signers do not take the trouble to read the petition. They excuse themselves on the ground that the Legislature will know best. The Legislature, desiring to respond to real public opinion, sometimes forgets that the opposition is not organized. They listen to those who are talking, and consequently the number of regulations of conduct increases and the burdens of the State are piled high. Much of the legislation enacted as the result of such drives is beneficial and helpful, but some of the legislation attempts to have the State do in an inferior way things which the individual would be far better in doing for himself.

If a man is to do his best in any calling he must have the best system of laws possible and the wisest administration. My plea to the men of Harvard, to all college men, to all educated men, is that we may have a sense of individual responsibility as citizens. We ought to stop complaining about the wrongs other men are doing until we are sure that each one of us is doing his part honorably and well. We have found that there is no short cut to education. One has to learn by hard study. There is no short cut to thrift and industry, to character and self-reliance. An individual must acquire them for himself. If we are to continue strong as a nation, then we must be strong as individuals, having intelligent opinions, daring to express them, understanding our duties as citizens, and counting it a privilege to discharge them. The President of another University said recently, "Every possible argument may be brought against democracy except one — that something else has worked better." May the men of Harvard, who have answered gloriously every call which America has made, now answer her call for stalwart defenders of democracy, to the end that human freedom may endure.

WELCOMING THE PRESIDENT OF THE UNITED  
STATES, WARREN G. HARDING, AT THE PLYM-  
OUTH CELEBRATION

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August 1, 1921

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Today we have assembled at our dearest Massachusetts shrine, at a great American shrine — the home of the Pilgrims. Here we welcome representatives from England and Holland, the earlier homes of the Pilgrims, where their high purpose was formed, where their great decision was made, and where their momentous pilgrimage began. The spirit which the Pilgrims firmly planted on this very ground where we stand has in the course of three hundred years spread over the whole United States and has been the sturdiest inspiration of a mighty Nation. In our reverence of the Pilgrims, in our appreciation of their contribution to the world, and in our gratitude for the sacrifices and privations which made them rugged and strong, great is our joy that their final home was on Massachusetts Bay, and that their feet trod the soil of Massachusetts. We of Massachusetts would share our joy with those who have shared their glorious heritage.

So, remembering with pride that whenever our country has called, Massachusetts has answered, and with the pledge that wherever the stars and stripes may lead there the white flag of Massachusetts will follow, we gladly welcome to Plymouth Rock the worthy representative of all the American people, — the President of the United States, Warren G. Harding.

ACCEPTING FROM MR. AND MRS. FREDERICK H.  
PRINCE A BRONZE TABLET IN MEMORY OF  
THEIR SON NORMAN PRINCE

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State House, Boston, October 15, 1921

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In behalf of the Commonwealth I accept with gratitude from you, Mr. and Mrs. Prince, this beautiful memorial to your son, Norman, and none the less a splendid son of Massachusetts.

It is fitting that the record of a young life of high aspiration, of fine achievement, and, finally, of supreme self-sacrifice on a world's battlefield, should be permanently preserved here in this building with our other treasures which recall devoted service to humanity. The life of Norman Prince, well lived, his death nobly met, recorded on this tablet, will be an inspiration to all who pause and contemplate.



## WELCOMING MARÉCHAL FERDINAND FOCH IN THE HALL OF FLAGS

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State House, Boston, Monday Morning, November 14, 1921

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The people of Massachusetts love liberty. Here "American liberty raised its first voice," and here "its youth was nurtured and sustained." That liberty-loving people gladly welcome you, Sir, defender of liberty and honored representative of a noble, free people. Devoted sons of Massachusetts have stood in the forefront of every battle line which the Nation has drawn. Around this hall are treasured the flags which those sons have proudly and bravely borne in battle, — flags always raised in a righteous cause, and never lowered in defeat. Those sons who have dared for country thrice gladly welcome you, Sir, their supreme and victorious leader in the last terrific struggle.

We rejoice today that peace lies over the land, that our armies have returned, and that our soldiers have resumed their places in civil life. But on this occasion our minds turn back to war. We shall never forget the dark days of the most appalling of all wars, — the days when disaster impended, and when our common cause seemed lost. Not lost, no, for there still lived the indomitable and unconquerable spirit of the mighty French people, which cried out, as it fought with grim determination, "They shall not pass." How comforting that first ray of light which gleamed through the darkness, the unification of command in one who confidently put his trust in God, a military genius, with strength of character, yet simple, kindly, true and devoted to the highest ideals! He it was who years before had taught his students in the war school, "A battle is never materially lost so long as you have faith in victory." The new allied commander always had faith in victory. The first ray of

light ushered in the dawn of a new day. The clouds broke away, the sun shone forth, it radiated the heavens, and then came the splendor and glory of noontide victory.

Democracy had been saved. France had been saved. The onward rush of the corps of destruction had been stopped. Liberty and justice were secure. Victory had come for humanity. Marshal Foch, as we stand in your presence we can visualize that victory. You personify as no other can, not alone the mighty armies, but the cause of allied free men. With gratitude we lay our tribute at your feet. We acclaim you, and our joy is boundless, for "Behold! Here at our hearthstone the embodiment of the unconquerable soul of our beloved friend, France Triumphant."

We ask you to accept from the citizenship of our Commonwealth a medal which may commemorate this visit to Massachusetts. It is the work of an eminent Massachusetts sculptor, Mr. Dallin. It testifies to the esteem and affection in which you are held by an appreciative people. May it represent, as its inscription reads, "Homage from Massachusetts to the victorious commander — grateful salutation to Ferdinand Foch." Accept it, we pray you, and may it bear witness to our respect, our sympathy, our gratitude and our love for the people of your country. May the spirit which it typifies further cement the bonds that shall forever hold America in understanding and in unified high endeavor with your country, which has from the first day of our search for liberty richly contributed to our welfare — your country, glorious, dauntless, immortal France.

## WELCOMING GENERALISSIMO DIAZ IN THE HALL OF FLAGS

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State House, Boston, December 5, 1921

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America is proud of her association in the World War. The people of Massachusetts rejoice that, when civilization was challenged, when the rights of free people were threatened, then America joined forces with the great free nations of the world and together they arrested the onward sweep of autocracy. In the mighty victory which was won for the cause of humanity there is sufficient glory for all who had a part in it. It is not necessary for us to appraise the value of the services rendered by each of the allied nations, for each contributed its full strength. It is most appropriate, however, that we should recall this morning with especial gratitude the heroism, the devotion and the sacrifice which have endeared and glorified the name of Italy. It is well for us to recall those days of October, 1918, when the all too meager reports told of desperate fighting in mountain passes, in snow and ice, when the Italians fought against terrific odds. Then came the news that the Italians had cleared northern Italy of the enemy and had forced the unconditional surrender of Austria-Hungary.

Massachusetts gladly greets the man who struck that crushing blow at the enemy. With boundless joy we greet the brilliant victor of the second battle of the Piave, the Supreme Commander of the forces of our honored ally, a military genius of unyielding character and dauntless courage, — General Armando Diaz.

We welcome you, Sir, not alone because of your own splendid attainments and because of your own generous service to the cause of free men, but we welcome you, also, as the representative of a mighty nation which the people

of Massachusetts hold in warm regard. For two generations the sons of Italy have been coming to Massachusetts. Here they have made their homes. Here they have worked and advanced and richly contributed to the upbuilding of our institutions. Today they hold positions of largest public trust and are among our worthiest citizens. In behalf of the citizenship of Massachusetts it is my honor and privilege to present to you, General Diaz, several gifts which may commemorate your visit to Massachusetts: a loving cup from the Italian Colony at Lawrence, a watch fob from the Italian residents of Quincy, and a statuette known as "The Great Spirit." As you accept them here in this historic hall, made of Italian marble, in this hall where are centered our relics of mightiest inspiration for love of Commonwealth and love of country, may they typify the spirit of gratitude, of love and affection in which the people of Massachusetts hold you and the people of your country. May they also testify the desire of all our people that henceforth a spirit of mutual understanding and co-operation shall hold in indissoluble bonds our loved America and your loved Italy.

## ACCEPTING A TABLET IN MEMORY OF HENRY B. ENDICOTT

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State House, Thursday, December 15, 1921

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When America entered the World War it became necessary to mobilize the civilian forces of the country no less than the military and naval forces. One of the brightest pages in the history of Massachusetts tells of the heroism and devotion of thousands of her sons who took arms during the world conflict. Another bright page records that during that conflict her whole people at home were exalted; that they found comfort and satisfaction in toil and sacrifice that the army and navy might be supported and that America's cause might triumph. There were leaders in the field. There were leaders at home.

In our ceremony this morning we recall with deepest gratitude the service of a great leader of our home army. Stirred by intense patriotism he gave himself generously to necessary public work. The people of the Commonwealth will cherish the memory of the Executive of the Massachusetts Committee on Public Safety in the trying days from 1917 to 1919.

It is, then, a high privilege to accept on behalf of the Commonwealth this beautiful memorial tablet, authorized by law and made possible by devoted friends and co-workers, — his fellow citizens. It records a great service nobly rendered. It deserves its place on the walls of this historic hall. Here men and women will pause and read of the splendid contribution of Henry B. Endicott to his Commonwealth and to his country. May they be inspired to accept the challenge which such a record presents, and may they according to their talents dedicate themselves to the public weal.



OPENING THE EXERCISES COMMEMORATING THE  
ONE HUNDREDTH ANNIVERSARY OF THE BIRTH  
OF EDWARD EVERETT HALE

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Symphony Hall, Boston, April 3, 1922

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MY FELLOW CITIZENS: — In the name of the mighty Commonwealth of Massachusetts I welcome you who have assembled to recall with gratitude the life and services of one of her most distinguished sons. On this the one hundredth anniversary of his birth we do well to turn aside from the ordinary things of life, to pause and pay tribute to the memory of one who succeeded in leading people out of themselves and taught them the joy of helping others. We shall do well not alone to recall but to strive earnestly to possess for ourselves the ideals of him who taught others to love their country, that intense American — Edward Everett Hale.

## AT THE COMMENCEMENT OF HARVARD UNIVERSITY

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Cambridge, June 22, 1922

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A time-honored custom decrees that the Chief Executive of the Commonwealth shall attend Commencement Exercises at this ancient seat of learning. By an act of 1642 the control of Harvard College was vested in a board of overseers, consisting of the Governor, Deputy Governor, and the Magistrates and teaching Elders of Cambridge, Charlestown, Watertown, Boston, Roxbury and Dorchester, together with the President of the College. Until 1865 the chief officers of the Commonwealth were members of the governing board of this University.

For one hundred and fifty years Harvard had the same relation to the State that the early Latin grammar schools had to the town. The General Court chose the President and professors directly, or through the Governor and Council. Until after the Revolution the salaries of the faculty were annually voted by the General Court.

The Commonwealth has never founded a professorship or established a permanent fund at Harvard. It has built, including money from lotteries, which it legalized, six college buildings, namely, Massachusetts, Harvard, Stoughton, Hollis, Holworthy and University hall, together with the old medical college in Boston, and the first President's house.

Through legislation conferring rights and privileges, and by grants of land and direct appropriation of funds, the colony and the Commonwealth nurtured Harvard and sustained her through the trying years of the first two centuries of her existence. Harvard was in no sense a State University, but in many ways was linked indissolubly with the Commonwealth. Harvard and Massachusetts labored together in

spreading the New England dynamic force into the newer States as they came into existence.

For the past hundred years no State funds have been given the University, and since 1865 no legal responsibility for its government has resided in the officers of the Commonwealth. But never was the joint task of State and University greater than it is today.

Mother of men for three centuries, Harvard has sent forth her sons to carry her name and influence, and the name and influence of Massachusetts to all parts of the world. Conceived for the purpose of educating a ministry for the church, the mighty University has extended its leadership into every field of human endeavor. Aided by the State in the early days of her existence, she is now returning to the State, and to all the States, a hundredfold this bounty through the men who have gone down from this University on Commencement Day. Thirty thousand living graduates constitute a mighty army with power to carry the banners of Harvard and Massachusetts to new heights of glory.

The Nation and State are great only in proportion as our people are intelligent, civic minded, and actuated by motives to advance the social well-being. Leaders to carry on this work are trained in our colleges and universities. From these institutions come many of the influential minds of the country. College-bred men and women in large measure have shaped, and will continue to shape, policies for the upbuilding of this Commonwealth and these United States.

It is, then, of the utmost concern that university graduates see clearly amid the fog and think straight amidst the babel of confusing voices. It sometimes seems as if no public address could attract attention today unless it constitutes a lurid arraignment of present conditions, or else a wanton attack upon some person or group of individuals. In the field of politics one who declaims of how things should be done and who promises the impossible gains a ready audience, while one who soberly recites a record of actual accomplishment is quickly brushed aside. Many men who pick up their morning papers and fail to find accounts of terrible accidents, atrocious crimes, financial failures, or scandalous

wrongdoing, throw them aside in regret that there is no news. They find no satisfaction in the realization that the world and society are functioning normally. It is the duty of trained minds to reflect. Those who have had the opportunity to study history should have a true perspective and a sense of proportion. They should examine the substance rather than the shadow. They should be as ready to commend as to denounce. There is more good in the world than bad. There are more good men and women than bad. Where there are a few men in public office who are faithless and dishonest, there is a mighty army of high-minded, sincere and devoted men who without flare of trumpets are resolutely doing the day's work. The immense number of young men and women who seek admission to our institutions of higher learning bear testimony to the love of their parents who desire to give their children opportunities which they did not enjoy. The countless gifts to colleges, to hospitals, to libraries, for parks, playgrounds and for other public purposes give evidence of unshaken faith in the future, and of a never satisfied ambition to give comfort and help to others. The nation-wide gratification in the success of the Conference for Limitation of Armaments speaks eloquently of the spirit of fraternity and good will overflowing the hearts of a worthy people. In my city of Boston two Harvard men have lived within my own time who have admirably illustrated the power of sane trained minds to lead their fellow men to the heights where they might contemplate the beauty and joy of everyday life. They followed different paths. Both were intensely American and both abundantly demonstrated their liberality of mind, their tolerant spirit, and their purpose to help all sorts and conditions of men. They did not find it necessary to complain incessantly about the wrongs of the world in which they lived. They dared to rejoice in the blessings which had been showered upon their day and generation. It may not be possible for every graduate to give a Symphony Hall, a Harvard Union, or a Soldiers Field, but it is possible for every one to have the abiding faith in his fellow men that Major Higginson had. It may not be possible for every graduate to stir the patriotism of a nation or

single handed 'to break down barriers of local prejudice and intolerance, but it is possible for every one to walk humbly in the path where trod with giant's step Edward Everett Hale. Many of the fancied wrongs of our times will disappear when educated men reflect and dwell upon the blessings which are theirs; when they insist upon temperate speech; when they are concerned more with performance than promise; when they realize that saying a thing does not make it so; when they are willing to grant to others the same integrity of motive which they ascribe to themselves; and when, rejoicing in all that is true and good, it is their burning purpose —

To look up and not down,  
To look forward and not back,  
To look out and not in, and  
To lend a hand.



OPENING THE CONFERENCE OF COMMITTEES AP-  
POINTED BY THE GOVERNORS OF THE NEW  
ENGLAND STATES TO DETERMINE THE ATTITUDE  
OF NEW ENGLAND WITH REFERENCE TO THE  
PROPOSAL TO GROUP THE RAILROADS OF NEW  
ENGLAND

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State House, Boston, August 15, 1922

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At this particular time the thinking men and women of New England are primarily concerned with the problems which have arisen as a result of the prolonged strike in the coal mines and the strike of the railroad shopmen. It is earnestly hoped that these problems may soon be solved satisfactorily. There awaits, however, the correct solution of another question which is vital to the future industrial and commercial prosperity and development of New England and to the convenience and welfare of its people. New England is essentially a group of industrial States. Though small in area New England is thickly populated. It is the home of one-fourteenth of the population of the United States, and it is the home of one-seventh of the men and women engaged in the industries of the country. Because of our location far removed from the places where raw materials are produced and far away from the center of distribution of manufactured products, we are dependent in largest measure upon an adequate and efficiently operated system of transportation. Any considerable increase in the cost of bringing to New England the products which we consume, or any considerable increase in the cost of carrying the products of our factories to points of consumption without New England, would heavily handicap New England for generations. Indeed, the men of ability and vision who conduct our great industries are already concerned with the difficulties of competing with the industries of other sections

of the country, and it is evident that the utmost care must be taken that no additional burdens are imposed.

The Federal Transportation Act of 1920 provides for the grouping of the railroad systems of the country so as to maintain competitive service wherever possible and at the same time effect economies in operation. The act contemplates that certain of the weaker roads may share in the financial strength of the stronger roads, and thus strengthen their credit. Many of the stronger roads are in turn dependent upon the tonnage brought and taken by the smaller and weaker roads. The weaker roads are essential for the adequate distribution of products.

The Interstate Commerce Commission has already presented a tentative plan for the grouping of the country's railroads under the Transportation Act. It has already held hearings in various parts of the country, and we have been informed that hearings will probably be held in New England this fall for a consideration of the plans so far as it affects the grouping of New England roads. The proposed grouping of railroads is not compulsory but voluntary. It should be remembered, however, that with the facilities of the government it is possible to effect a consolidation which would not be possible if attempted by private enterprise. For some time the leading railroads of New England have not been able to earn sufficient money to pay dividends, and their credit is seriously impaired. So far as I know, no one, not even the railroad officials, is satisfied with the present service which is given by the New England railroads. To present a plan for grouping the New England railroads which shall at the same time make possible the rehabilitation of our railroads, enable them to give the necessary service and to restore sufficient credit, is a most difficult problem. That is the problem which you gentlemen are summoned to study and help to solve. It is a tremendous problem and upon its correct solution depends the welfare of the great New England constituency which you represent.

Although New England is composed of six States it is a geographical unit. The rest of the country looks upon it as a political unit. It is treated as a unit in legislation and in

rate fixing. The people of all the New England States have the same background, they have the same traditions. Their aims and aspirations are along similar lines. Their history has been much the same. Their future must be the same. It is difficult to see how one New England State can enjoy great development, great advance and great prosperity unless her sister New England States go along with her hand in hand. On the other hand, it is easy to understand that if one New England State becomes stagnant, if her industries wane, if her business declines, and her people come to know adversity, then that State will eventually retard the progress of the other New England States. For better, for worse, we of New England are bound together by indissoluble ties.

This relation of interdependence has not always been recognized here in New England. Fortunately, however, there is assurance that our people are coming to think in terms of New England. We were brought closer together during the war. Recently great commercial associations have come to have New England organizations. The Governors of the New England States have come to have more frequent conferences. There is abundant reason to believe that the forward looking men in each State have reached out to join hands with the progressive leaders of the other States. In such unity of purpose and action there is hope for the future. Independent and individual action weakens the potential strength of New England.

With full recognition of the importance of protecting the interests of New England the Governors of the six States have appointed committees to advise them as to what position should be taken with respect to grouping New England railroads. Their selection of eminent men to form these committees is testimony of the importance which the Governors attach to this work. The willingness of men of large affairs to serve on these committees demonstrates their appreciation of the vital concern which each State has in the railroads of the future.

If New England can agree upon a plan to present to the Interstate Commerce Commission, I believe that their united support would go far towards shaping the final deci-

sion of that tribunal. If we go before the commission with conflicting plans then we must expect independent findings which may be less favorable to New England as a whole than would be the case if we could present a united judgment and a solid front. It is the earnest hope of the people of Massachusetts that the representatives of all the New England States may find common ground upon which to stand. It is their earnest hope that this conference may result in the organization of an inclusive committee which shall make a careful study of our needs, and that eventually these combined committees may agree upon a plan which shall have the consolidated approval and support of all.

You gentlemen have it within your power to do much for the future of New England. We are not favorably situated from a national railroad point of view. We are in the extreme northeast corner of the country. New England has, nevertheless, contributed much to the upbuilding of the country. Today we have an intelligent people who understand free institutions and who are ready to defend them. We have a mighty population of efficient leaders and a body of highly trained and skilled workers, such as are to be found nowhere else. Early we began manufacturing, and today we have innumerable great factories sending a variety of high-grade merchandise to the markets of the world.

New England is not merely the Nation's summer playground, as some prefer to believe. It is a great producing community, and its people are dependent upon the continuance and the development of industry. You have been called to consider a question which is vital to the continuance and development of our great sources of livelihood. Difficult though the problem may be, diverse as may be the suggested remedies, I have faith to believe that you, out of your broad experience, with your desire to serve your generation, and with your love of this great community, may now plan an advance in which all our people may wholeheartedly join, and with united forces make certain that the course of New England shall be steadily forward.



## WELCOMING M. GEORGES CLEMENCEAU IN THE HALL OF FLAGS

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State House, Boston, November 23, 1922

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In this Hall of Flags Massachusetts receives those whom her people hold in highest honor. Here in recent years we have welcomed two great sons of beloved France. Here we acclaimed those sturdy men of war, Marshal Joffre and Marshal Foch. Today we rejoice in the opportunity of greeting another great son of France. Honored Sir, you are welcome, because for half a century in a sister Republic you have battled for the maintenance of liberty, of justice and equality of opportunity. You are doubly welcome because in the hour of need you piloted the vessel of our valiant ally, you mobilized the forces of a Nation and you aroused the irresistible spirit of an indomitable people. In a day when many despaired, when few dared hope, when all felt the deepest anxiety, we recall the inspiration of your words, "The fate of France does not depend upon this one battle, nor upon any which may follow. Her fate depends solely upon the resistance which the French, all the French, can oppose to the invader without a sign of weakness. France is not lost merely because her soldiers happen to meet with defeat in one battle." In your words civilized mankind found courage and comfort. Because we believed in the allied cause, because we glory in the contribution of men which this Commonwealth made for its success, Massachusetts welcomes you, Sir, who through four terrible years of war upheld the courage of a Nation and who led its people to victory. So long as patriotism shall be a virtue, so long as the love of the brave and the true endures, Massachusetts will hold in honor, veneration and gratitude the name of the mighty President of the Council and Minister of War of France — Georges Clemenceau.



AT THE INAUGURATION OF DR. SAMUEL WESLEY  
STRATTON AS PRESIDENT OF THE MASSACHU-  
SETTS INSTITUTE OF TECHNOLOGY

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Symphony Hall, Boston, June 11, 1923

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Massachusetts stands pledged to continue her leadership in education. There can be no important question affecting the public policy that is not influenced by a wide diffusion of learning among our people. A broad and liberal conception of the place and function of public education is related inseparably to the economic, social and civil life of the State. Progressive legislation and local pride and initiative in education have given our Commonwealth an enviable place among our sister States. Massachusetts was early to recognize the importance of science, and she has been zealous to offer to her sons every opportunity of technical training.

Today we have assembled at a seat of learning where men have studied with serious purpose under skilled teachers, and from which they have gone forth well equipped to do large things for the welfare of the world. The Institute of Technology has brought prestige to Massachusetts. Our people rejoice in your strength, in your eminent faculty, in your superb buildings, in your endowment, in your mighty army of loyal alumni, and in the body of eager students coming here from all parts of the world. Massachusetts holds in tender regard those who have labored and sacrificed to make Technology strong and worthy. So devoted, so gifted have been the leaders of this great school that when they have fallen, one after another, it has seemed a task of the utmost difficulty to fill their places. But today we are happy as we appreciate the significance of this ceremony. A new leader has answered the call of duty, and confidently we pledge our support to him who has so amply demon-

strated his capacity as student, teacher, scientist, administrator, and as a courageous leader of men.

As the representative of the Commonwealth, I greet you, Dr. Stratton, a worthy successor in the line of eminent presidents of this fine institution which has contributed richly to the glory of Massachusetts, and in these days of confusion, I gladly welcome you as a right-thinking, public-spirited citizen into the life of our people. May the Institute of Technology attain new heights of glorious achievement under your leadership, and may her sons in larger measure than ever before give themselves in the service of humanity.

## AT THE COMMENCEMENT OF TUFTS COLLEGE

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Medford, June 16, 1923

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As that ancient sister university on the Charles was founded with the sole purpose of training a ministry for the church, so Tufts College more than two hundred years later came into being as a result of the efforts of the Universalist denomination for the establishment of a college and theological seminary. The growth of this college since its opening in 1854 has been remarkable. From an institution having a single classical course, a faculty of four professors, and seven students, it has expanded so that now it is to be counted as an important university. With its three hundred sixty-eight faculty members, its student body of more than two thousand men and women, its school of liberal arts, its college for women, its graduate school, and in the more specialized schools of theology, engineering, dentistry, and medicine, there is to be noted a most impressive educational development. While Tufts College is not among the older colleges of the Commonwealth, there is in this record a challenge to the pride and satisfaction of those of us who are interested in the great cause of education.

It is gratifying to note the democratic character of this institution and especially the service which it is rendering to Massachusetts. Of its present student body, more than fourteen hundred, or nearly 70 per cent, are residents of our State. One hundred forty-eight of our towns and cities are represented in the present roster of its students. Such a student body is truly representative of the citizenry of the Commonwealth.

Early in the history of Tufts, the General Court, through a grant of money derived from the sale of land in Back Bay, Boston, gave to the college financial aid. In recognition of

this grant, the college assumed and has fully discharged an obligation to award three scholarships annually to deserving students. While the Commonwealth came to the aid of Tufts College in the time of its need, the return to the State through its citizens who have graduated here has repaid the grant in manifold ways.

Any educational institution to justify its existence has one great duty to perform. It must train youth for civic service. This duty, Tufts College has performed nobly and well. On the solid foundation established by our Puritan ancestors, we find Tufts, in company with her sister institutions, helping to exalt the ideals of the Commonwealth and of the Nation. We find her sons and daughters, not only in our towns and cities, but everywhere throughout the Nation, and, indeed, the world. We find them in business, in journalism, in forestry, and in the consular and diplomatic service. We find them in the schools as teachers and school administrators; we find them serving as ministers of the gospel, as doctors, as lawyers, as judges; but wherever we find the thousands who have gone forth from these walls, we find men and women rendering service for the public welfare. With the passing of the years, the light that was set upon this hill has indeed blazed with greater brilliance and to the increasing enlightenment of the world.

The Commonwealth of Massachusetts may well be proud of her place in educational history. Since the foundation of Plymouth and the Massachusetts Bay Colonies, education has had the profound confidence and liberal support of the people of this State. That attitude is as marked today as at any time in our history. This is shown by the demand for educational opportunity in the secondary school and the college, — a demand which has been most insistent during the last decade. The attendance in our public high schools is a good indication of this widespread interest. Ten years ago we had about 69,000 students in the high schools of the Commonwealth. In 1922 we had more than 107,000, an increase of more than 38,000, a gain of 55 per cent. With this increase in the number of students in secondary schools has come a proportionate gain in college attendance. Never

in the history of our State or of our country have the higher educational institutions been so severely taxed to receive the eager youth who look to them for the opportunities they offer. The percentage of college graduates in State and Nation consequently increases. This we must believe means for all fields of service trained and intelligent leadership.

Massachusetts has no generously endowed State university such as is common in our western States, due in part to the early foundation here of many splendid private institutions, and to the absence of wide areas of undeveloped land as a source for educational revenue. Whether there appears to be a need for a State university to supplement the work of the endowed institutions in this Commonwealth, we are in process of ascertaining. A special commission, created by act of the General Court, is now making a comprehensive study of higher education. Our people will soon have before them a statement of existing conditions as they appear to the Commission, together with recommendations for extensions and modifications.

The rapid increase of students in all of our institutions of learning has been one of the outstanding facts of the last few years. Nowhere has this increase been more marked than in our schools of secondary and college grade. Our people have come to a fuller realization of the value of education to the individual and to society. One of the constructive results of the World War has been an awakened interest in our institutions of learning, both public and private, and a wider diffusion of education among our people.

Mounting budgets are a necessary result of the rapid growth of schools and colleges. School administrators are facing financial problems of great magnitude and a public that seems, at times, critical of both educational costs and achievements. There can be no doubt that statesmanlike consideration must be given to the entire problem of education in its relation to public service and public finance. This seems, however, both an appropriate time and place to express the belief that the American people stand ready to support with increased appropriations all educational endeavor that is conceived on a basis of national welfare and



carried forward in harmony with the needs of our democratic society. While our educational costs have risen sharply during the last few years, there has been no increase in the per cent of national income spent for education. We have not yet reached the limit of our ability to pay for education that shall serve America.

Obedience to law, established by the will of a majority, is a fundamental principle of democratic government. No clearer duty now faces all schools of this Nation than the inculcation of a sacred regard for the law and our institutions of government in the 20,000,000 of youth now enrolled therein. The problems of democracy must increasingly become familiar to our youth in their formative years and under the guiding influence of teachers devoted to the service. The recent enactment, in this and other States, of laws providing for increased attention to the history and government of our country reveals the faith of our people in our schools as the training ground of citizenship.

From Tufts College today there goes a group of earnest men and women to join the vast and increasing army that represents the fruits of education. They and their fellows, going forth to meet the manifold problems of modern life, will be weighed and measured by those about them. I have faith that they will meet the test, that, through their unselfish application of high ideals, straight thinking, and clear judgment, their service for the common good will carry to greater heights the name of Tufts and of Massachusetts, strengthening the belief of our people that education is indeed the foundation of a true democracy.

Tufts College conferred the honorary degree of Doctor of Laws upon Governor Cox at this commencement.

## AT COMMENCEMENT OF HARVARD UNIVERSITY

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Cambridge, June 21, 1923

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The Commonwealth of Massachusetts and Harvard College have their beginnings in the same period of our history, and through almost three centuries they have striven together in the upbuilding of a strong and worthy citizenship. Section I of Chapter V of our State Constitution recognizes Harvard College as an institution in which "many persons of great eminence have, by the blessing of God, been initiated in those arts and sciences which qualify them for public employments in church and State;" and Section II states that "it shall be the duty of legislatures and magistrates, in all future periods of this Commonwealth, to cherish the interests of literature and the sciences, and all seminaries of them; especially the university at Cambridge, public schools and grammar schools in the towns."

Although Harvard has long since become a national and international university, nevertheless the early relationships have continued to give Massachusetts a special interest in this university and her achievements. In keeping with long-established custom, I am glad to stand where so many of my predecessors, as Governor of Massachusetts, have stood, and greet the returning sons of Harvard on Commencement Day.

On the walls of the gate by which I entered this campus it is inscribed that Harvard was established for the express purpose of training a ministry for the church. To meet the varied demands of a rapidly expanding State and national life, you have broadened this early foundation to support an institution for the training of leadership in all walks of private and public life. Thirty-five thousand living Harvard men are tangible evidence of the extent and quality of

this service today. The long list of your honored dead testifies that Harvard stands ever ready in the walks of peace and the crises of war to promote our national well-being and to defend our national honor.

The people of Massachusetts find satisfaction in the recent unanimous vote of your governing body making clear to the world that Harvard will recognize no distinction of race or creed in the selection of her student body, and that Harvard stands today, where she has ever stood, as a great national university whose doors are open to worthy men, with character and intellectual capacity the sole tests for admission.

Massachusetts views with pride the splendid contributions made by her public and private schools of elementary, secondary and collegiate grade. She brings an especial meed of praise on this occasion to this university whose fine record, reaching into the centuries of the past, is but a promise of future service for the Commonwealth, the Nation, and the world.

## REETING GENERAL HALLER IN THE HALL OF FLAGS

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State House, Boston, November 30, 1923

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As the fate of civilization hung in the balance, Massachusetts rejoiced when her country joined forces with the Allies, and she is proud of the part which her sons, 200,000 strong, played in the World War. Massachusetts is still proud of the men who answered the call for service, and she gladly joins with those service men today in greeting one of their distinguished comrades in arms. The people of Massachusetts have an intense love of freedom. The story of our ancestors' struggle for liberty is a glorious part of our most cherished traditions. The struggle of other peoples for self-government has always enlisted our sympathy. Today we welcome a brave leader of a brave people, long crushed under the heel of despots, — a people who seized the first opportunity to throw off an oppressive yoke. We recall, Sir, that Poles from America went back home to fight under your leadership, and we gladly acknowledge the contribution which they made to the allied success. In reclaiming the Baltic waters, in the conquest of Warsaw, in your work as leader of the Red Cross of Poland, as head of the Boy Scout movement of Poland, in stimulating the cultivation of the war-wasted lands of Poland, and in your efforts to better the physical conditions of the young, so long undernourished because of the war, you have come to be held as the idol of your Nation.

Massachusetts greets the representative of that Nation, the guest of the American Legion, one devoted to the Polish cause, indefatigable in rebuilding and rehabilitating Poland, and leader of the courageous armies of that republic, — General Joseph Haller.

AT THE CELEBRATION OF THE NINETIETH BIRTH-  
DAY OF CHARLES WILLIAM ELIOT, PRESIDENT  
EMERITUS OF HARVARD UNIVERSITY

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March 20, 1924

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In statesmanship, literature, art, science, commerce and industry the sons of Massachusetts have nobly served the Commonwealth, the Republic and the World. In education, the hand-maiden of all these things, her sons have been, from the time of the colonies, prophets and guides. To you, Charles W. Eliot, one of her greatest sons of all time, to whom your fellow citizens for over half a century have turned with attentive ear for advice and counsel in whatever affects their industrial, social and civic life, it is my happy privilege to express the regard and high honor in which the Commonwealth holds you, — a leader in education, an apostle of intellectual liberty, a friend of democracy, and one who now as always both practices and preaches the gospel of hope, and believes that the welfare of mankind is the first concern of men.



AT THE COMMENCEMENT OF HARVARD UNIVERSITY

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Cambridge, June 19, 1924

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Again it is my privilege and pleasure, in keeping with a time-honored custom, to represent the Commonwealth of Massachusetts on this occasion, so fraught with meaning to all Harvard men.

For nearly three centuries the people of Massachusetts have turned with ever-increasing admiration to this ancient seat of learning. Thousands of sons of Massachusetts have become sons of Harvard, and have thus made stronger those early bonds which united the Colony and the University in a common purpose — the establishment of enlightened free government in this western world.

Schools are fundamental in our form of government. The foundations of free government rest upon the belief that its citizenship can become more effective only as it becomes better educated. Government by the people pre-supposes character and intelligence in the people. Harvard has been a powerful force in shaping, through education, our common destiny. Trained leadership has gone from these halls to color and direct the life and character of the Nation.

The Anglo-Saxon established the principle that all men are equal before the law. America has set up a system of schools based upon the idea that equality of educational opportunity is basic in a democracy. Zealously has the Commonwealth of Massachusetts safeguarded both of these rights. The integrity of her laws and the development of her schools have ever been the special concern of her people.

An alumni gathering such as is here represented gives evidence of the fealty which an institution can command. Loyalty to Alma Mater gives expression to one of the finest instincts in man. Through such loyalty we are strengthened

for the larger loyalty to State and Nation. Harvard's fine record of intellectual attainment, her glorious past and hopeful future, are hers, but the results of these are ours. This has been a place for the building up of fine individual and institutional ideals. Both are incomplete unless they foster and accompany splendid ideals of service to the common good. An education is a legacy to be administered for the public welfare. Opportunities, such as come to Harvard men, create responsibilities that must be discharged.

The future of this university bids fair to be even more illustrious than her past. The attention of the entire Nation was recently challenged by the announcement of a munificent gift that will take the form of a great school of business administration. The complexity of our industrial life is such as to demand the skilled direction that will emanate from the expansion now possible in one of your professional schools. Harvard's graduate schools have supplemented the college founded by John Harvard until her service is now world-wide and in practically every field of human endeavor.

Present at Harvard Commencements in person or in spirit for more than half a century, felicitated a few weeks since by Nation, State, university, and Harvard men the world round, is one who embodies the spirit of Harvard, one who exemplifies what Harvard would have in her sons, one who is a symbol of what Harvard is, and is to be — Charles William Eliot.

## RECEIVING THE WORLD FLYERS IN THE HALL OF FLAGS

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State House, September 6, 1924

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Lieutenant LOWELL H. SMITH, Lieutenant ERIK H. NELSON, Lieutenant LEIGH WADE, Lieutenant HARDING, Lieutenant OGDEN, and Lieutenant ARNOLD: You are welcome in Massachusetts. Here in this Memorial hall the Commonwealth has paid her tribute to great sons of the earth who have contributed to the welfare of humanity. Here in this Hall of Flags where the memories of noble deeds of brave men are enshrined, Massachusetts welcomes you, valiant men, who have dared for your country. In your triumphant flight around the world you have made history. It was a mighty feat which you attempted, as you left the western coast of your homeland. It is a mighty accomplishment which we celebrate with rejoicing at your safe landing on the eastern coast of the United States. You set your eyes to the west. You kept the course. You have done what no other men have done. You have done what seemed impossible. Your flight around the world, — a flight begun and ended on American soil by American flyers in American planes will stand as one of the great events in the progress of humankind and in the annals of all the world. We congratulate you.

We proudly claim you as our own kinsmen. We glory in the courage and skill that have enabled you to girdle the world. We have faith to believe that your devoted service to the Nation whose flag you have carried so high and so far has helped all nations. We greet you, pathfinders of a world air-way which all nations may use. We salute you, envoys of friendship and good-will to the world. You have enriched the title which you so nobly bear, — courageous, sturdy, devoted, patriotic, true Americans.

## ACCEPTING A TABLET TO THE MASSACHUSETTS MEDAL OF HONOR MEN IN THE WORLD WAR

December 15, 1924

Not with slow, funereal sound  
Come we to this sacred ground;  
Not with wailing fife and solemn muffled drum,  
Bringing a cypress wreath  
To lay, with bended knee,  
On the cold brows of Death —  
Not so, dear God, we come,  
But with the trumpets' blare  
And shot-torn battle banners flung to air,  
As for a victory!

These words of Thomas Bailey Aldrich were written for the dedication of the memorial to Robert Gould Shaw which stands opposite this building, — a constant reminder of nobility and self-sacrifice. They are equally fitting to Shaw's spiritual kinsmen, whom we commemorate today in lasting bronze in the shrine of the Commonwealth which gave them to the Nation and the world. Within these walls are many memorials to the noblest of her sons and daughters. To this company of immortals are admitted today Charles W. Whittlesey, Ralph Talbot, Michael J. Perkins and George Dilboy. To them, or to their families in their names, was given that highest of all military honors which an American can attain, — the Congressional Medal of Honor for "Personal bravery or self-sacrifice above and beyond the call of duty," in outward significance, only a metal star within a wreath, hung from a blue ribbon, a thing of slight intrinsic value, but prized beyond riches for one word cast thereon — *valor*.

Among the approximately three hundred thousand Americans who served in France, only seventy-eight have been so

honored. The knightly deeds of these men to which their Nation has given this signal recognition brings new distinction to the Commonwealth they loved and served.

Sons of Massachusetts kept the marauding savage from our early settlements; such sons drove the red-clad soldiers of Howe out in their ships through Massachusetts Bay; others marched through hostile Baltimore and were the preservers of the American capital. They have stood in serried ranks at Gettysburg and on a hundred hard-fought fields. In the tropic glades of Cuba they have carried the message of freedom. When the Nation called them to meet the world's need, again they went forward into new and frightful dangers, ever adding new honors to the Stars and Stripes and to the white flag of Massachusetts.

It could not be given to all the sons of Massachusetts, faithful and gallant as they were, to serve so bravely as did these. They laid at their country's feet a glory that will ever be undying and more lasting than the bronze that seeks to perpetuate it.

Representing the Commonwealth on which this glory was shed, I accept from the committee charged with its preparation, this beautiful memorial, which gives outward testimony to her love and pride in these her defenders, confident that none were finer, braver or more self-sacrificing.



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OFFICIAL STATEMENTS  
AND CORRESPONDENCE OF  
PUBLIC INTEREST

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STATEMENT RELATIVE TO PRESIDENT HARDING'S  
MESSAGE TO THE PRINCIPAL ALLIED POWERS  
ON THE LIMITATION OF ARMAMENT

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July 13, 1921

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President Harding's message to the principal allied powers calling for a conference on the limitation of armament has deservedly received the commendation of citizens of every walk of life in America and of many of the large European powers. It is a great forward step in a sane and practical manner to limit the tremendous expenditures for armament and one which gives promise of practical operation without in any way endangering the safety of the nations involved. This act of President Harding will be considered in the years that are yet to be as a wise, practical and statesmanlike effort to solve one of the really great problems of our time. American citizens without regard to political affiliations uphold the President in this program and earnestly hope for his success.

STATEMENT DESIGNATING THE WEEK BEGINNING  
DECEMBER 3, 1922, AS "AMERICAN EDUCATION  
WEEK"

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November 27, 1922

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The American Legion in co-operation with the National Bureau of Education, Department of the Interior, and the National Education Association, has asked that the week of December third to ninth be observed as "American Education Week," and, to ensure its success, asks the assistance of all national, patriotic, civic, religious and fraternal organizations.

This worthy request deserves a ready response. During "American Education Week," I ask that our citizens turn their thoughts to the need of education and remember that academic education, highly desirable in itself, is not the sole end or the whole span of education week. We need that further education which may make us more sincere and more responsible citizens. We need to learn again that kindness to dumb animals is a high trait of human character. We need to understand more plainly that labor is honorable, and produces the big things of life. We need to be taught that selfishness is ignorance of the greatest thing in life — love. We need to learn and learn again that sham, pretense and hypocrisy are the things which lead to disaster and despair.

It is suggested that organizations during this week seriously consider among other things: Americanization, Citizenship, Patriotism, the Needs of Teachers and Schools, the Problem of Illiteracy, Equality of Educational Opportunity, and Hygiene and Physical Education.

I earnestly request that individuals and organizations co-operate to make "American Education Week" the success that it deserves to be.

STATEMENT ISSUED TO LOCAL EXECUTIVES AND  
LAW ENFORCEMENT OFFICERS ON THE EN-  
FORCEMENT OF INDIVIDUAL RIGHTS

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July 21, 1922

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Reports of industrial disorder in some parts of the Commonwealth have come to me. In the highest interests of the whole citizenship of Massachusetts, I ask your co-operation in making secure to each individual his inalienable right to work.

It is the first duty of government to enforce the law and guarantee to every citizen the enjoyment of his rights. This applies to every county, town and city, as well as to the State at large. I have full confidence that the responsible officers in each community will respect the obligations of the trust reposed in them to guard its good name. I believe this will suffice. But the Commonwealth of Massachusetts cherishes its good name and is ready now to use every force at its command, whether civil or military, to protect the avenues of transportation, to prevent intimidation, to suppress violence, and to maintain the public safety.



## STATEMENT RELATIVE TO THE DEATH OF PRESIDENT WARREN G. HARDING

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August 3, 1923

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A high-minded, sincere and devoted leader has run a good race, has fought a good fight and has passed to his eternal reward. President Harding loved his fellow men, and his fellow men loved him. At one of the most difficult periods in the country's history he held a true course, and his administration will be remembered for its constructive contributions to the welfare of the world and to the strengthening of home life of America. Warren G. Harding will be remembered as one of the most kindly and lovable of men whom Americans have delighted to honor.

## TELEGRAM TO MRS. WARREN G. HARDING

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August 3, 1923

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Mrs. WARREN G. HARDING, *on Board Special Train.*

The hearts of the people of Massachusetts go out to you in your great bereavement. The people of a whole Nation mourn with you in the loss of your illustrious husband who gave his life in their service.

CHANNING H. COX,

*Governor of Massachusetts.*

TELEGRAM TO CALVIN COOLIDGE UPON TAKING  
THE OATH OF OFFICE AS PRESIDENT OF THE  
UNITED STATES

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August 3, 1923

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CALVIN COOLIDGE, *President of the United States, Washington, D. C.*

We who have known the character of your public service have every confidence in your ability to meet the great responsibility which has come to you. You have our earnest prayers that strength may be given to you. Massachusetts has the faith in you that you have in her.

CHANNING H. COX,

*Governor of Massachusetts.*

## STATEMENT IN SUPPORT OF THE JAPANESE RELIEF FUND

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September 4, 1923

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*To the People of Massachusetts:*

The friendly Nation of Japan has been overwhelmed by a terrible disaster. It is difficult to comprehend the magnitude of the loss of life and property destroyed by earthquake, fire and flood. It is certain that help is urgently needed. The citizens of Massachusetts have always responded to the call of the stricken and the unfortunate. Again in this tragic catastrophe I urge the citizens of Massachusetts, complying with the request of the President of the United States, to give generously for the aid of those in such dire need.

TELEGRAM TO PRESIDENT COOLIDGE RELATIVE TO  
THE JAPANESE RELIEF FUND

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September 6, 1923

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*To the President of the United States, Washington, D. C.*

In consequence of your proclamation asking for contributions to Red Cross fund for Japanese relief, I called a meeting of representative citizens at my office at 11 o'clock today. Quota allotted to Massachusetts was \$255,000. Within ten minutes twelve of our good citizens had underwritten the whole amount. Massachusetts is proud that she could give this immediate response to your appeal.

CHANNING H. COX,

*Governor.*



## STATEMENT RELATIVE TO NAVY DAY AND THE ANNIVERSARY OF THE BIRTH OF THEODORE ROOSEVELT

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October 15, 1923

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The President of the United States has approved the setting aside of Saturday, October 27, 1923, as Navy Day. The same date marks the anniversary of the birth of Theodore Roosevelt. A joint tribute to this great patriot and to the institution which always had his deepest interest is therefore natural and appropriate.

The past year has witnessed events which give point to the truth that our navy not only is a weapon of defense, but an instrument of mercy. In the chaos of the Near East, when the Greek army was destroyed and Smyrna burned, the American Navy saved the lives of thousands of innocent sufferers. A multitude of orphans today owe their lives to our fleet. When Japan was stricken by a catastrophe of nature unequalled in modern times, the ships of the American Navy were first on the scene with food for the starving, clothing for the naked and care for the injured. Not only was our navy in these instances the messenger of charity, generosity and service, but it was the only agency able to act upon the instant in an emergency where the only effective action must be immediate action. So, on Navy Day this year it is particularly desirable that the great services of the navy to the Nation and humanity be remembered.

We accept without reservation every implication of the spirit of the Washington Conference, calling for the limitation of armament by agreement among the nations. However, the efficiency, morale and mechanical perfection of the

navy must be insured — not with any motive or plan of aggression, but for the purposes of peace and stability.

I therefore urge that the citizens of this Commonwealth join in a word of confidence and cheer to the men of the fleet on Navy Day. It is well to understand what the navy has been to the Nation in the past, and of what service to humanity in every emergency.

## STATEMENT ON THE DEATH OF WOODROW WILSON

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February 4, 1924

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For the second time within a year the whole Nation is crushed by universal sorrow. A leader whose services to his country will take rank with the highest has fallen. President Wilson was called upon to carry the overwhelming burden of summoning the American people to enter the greatest of wars and to hold them steadfast in their purpose until it was won. He succeeded, and his mighty contribution to the preservation of civilization will be held in most grateful remembrance. His matchless power of statement set tremendous issues in such plain terms that all understood. The country is the better for the ideals to which he gave happy expression. He gave his life in the service of the people who honored him living, and who will hold his memory in highest honor.

TELEGRAM TO MRS. WOODROW WILSON ON THE  
DEATH OF EX-PRESIDENT WOODROW WILSON

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FEBRUARY 4, 1924.

Mrs. WOODROW WILSON, *Washington, D. C.*

On behalf of the people of Massachusetts let me express their feelings of universal sorrow in the death of Mr. Wilson. Massachusetts held him in honor while living and will cherish his memory. You have the deep sympathy of our people.

CHANNING H. COX,

*Governor.*

## STATEMENT ON NATIONAL DEFENSE DAY

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September 11, 1924

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With the approval of the President, Friday, September 12, has been fixed as National Defense Day, with the recommendation that the people of the country give special thought to the need of reasonable preparedness on that day. There is no intention or desire to make a parade of strength in any boastful spirit, but rather that there should be some recognition of the value of the service performed by the army and navy and the National Guard, and that all may be inspired to arise to the defense of their country, their homes and their kin if there be need.

The members of the National Guard are to assemble at their usual places of drill. In Boston, there will be a parade on Boston Common of the military companies located within the city, the members of the Citizens' Training Camps, and the Ancient and Honorable Artillery Company.

It is earnestly hoped that the people of the Commonwealth will turn their attention to the importance of the question presented, and that wherever possible they will show their interest in the service now being rendered by patriotic citizens in military service, and that they will give evidence of their desire for peace with all nations of the world. It is also hoped that they will give evidence of their determination that if that peace is ever threatened, the men from Massachusetts shall not go to war unskilled and untrained in the science of defense, but rather that they shall go as men of Massachusetts have always gone, prepared and trained, to strike for country and home.



MESSAGE TO MRS. WILLIAM L. DOUGLAS ON THE  
DEATH OF EX-GOVERNOR WILLIAM L. DOUGLAS

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SEPTEMBER 17, 1924.

Mrs. WILLIAM L. DOUGLAS, *Brookline, Mass.*

Please accept this expression of my deep sympathy in the death of your distinguished husband. The vision and courage of such strong men as Governor Douglas have helped give Massachusetts her present industrial leadership. His name will ever remain on the records of the Commonwealth as an able and high-minded Executive whose first desire was to serve his fellow men.

CHANNING H. COX.

## STATEMENT ON NAVY DAY

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October 21, 1924

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Monday, October 27, marks the sixty-sixth birthday of Theodore Roosevelt, that great American, loved and remembered by his fellow citizens not only for the high offices which he held, and which he dignified in the holding, but, above all, for what he was — for his passionate Americanism, his joyful enthusiasm, his virile and deep understanding of the true heart of America.

There is no better way to observe the anniversary of his birth than by the furtherance of a cause which was dear to his heart. Following a custom established soon after the passing of Theodore Roosevelt, his birthday will be observed as Navy Day. This is most appropriate. Theodore Roosevelt was always a vigorous friend of the American Navy. As author of a naval history of the War of 1812, as Assistant Secretary of the Navy, as a President whose naval policy was invariably one of liberal and enthusiastic support, he will always be remembered as a great exponent of a well-conditioned and well-prepared naval defense.

It is my earnest hope that the people of Massachusetts will join enthusiastically in the observance of Navy Day. Its significance does not in the slightest degree detract from our entire and unqualified acceptance of all our international agreements.

Our navy is more than an instrument of aggression. It is a great element of defense. It is a factor in maintaining a righteous peace. More than once it has been a messenger of mercy, as when it carried speedy aid to smitten Smyrna and stricken Japan. While we rest secure behind the iron line of defense which the navy lays down, it never sleeps. In gale or calm some watchful eyes are always on the lookout

for our sakes. It dominates our seas. It rises high in the air above them.

The purpose of Navy Day is to acquaint the American people with the problems of the navy and with what it does for all of us, to give us an understanding of its policies, and to bring about an intelligent public sentiment concerning it.

I urge that upon Navy Day all the citizens of Massachusetts devote some thought to naval matters, that, when possible, they join in public observance of the day, and, above all, do their part to show the officers and men of our great fleets that the sentiment of America towards them is one of cordiality, admiration and gratitude.

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## APPENDIX

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## FOUR YEARS OF COX AS SHOWN BY HIS ACCOMPLISHMENTS

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An article by Wendell D. Howie in the Boston Evening Transcript,  
January 3, 1925

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During the past few weeks, as the present administration on Beacon Hill has been gradually drawing to a close, it has often been stated that Channing H. Cox, who retires from public life on Thursday after seventeen years of continuous service, would be remembered as one of the truly great governors of the Commonwealth. Two reasons have been generally set forth in substantiation. First, that Governor Cox, in his four years as Chief Executive, has established an unprecedented record for economy, for debt and tax reduction, and secondly, that he has appointed more judges than any other governor in the history of the State.

It is unquestionably true, however, that his administration will be remembered for many other accomplishments worthy of note. He was at the helm of the State's affairs during the real reconstruction period following the World War, — a period during which all sorts of problems had to be met. It is the purpose of this article to mention some of these accomplishments, which were made possible by reason of the harmonious efforts of both the executive and legislative branches of the State government during the past four years.

The Massachusetts budget system, upon which the Federal budget was based, had its inception during the administration of the late Governor Samuel W. McCall, was brought into first use during the two years in which President Calvin Coolidge was governor, but reached its present state of perfection under Governor Cox. The soundness of the budget

principle has been thoroughly demonstrated, and the only question it brings up is why the State waited so long before giving it a trial.

### THE PAY-AS-YOU-GO POLICY

The next logical step in State finances, following the adoption of the budget, was the inauguration of the pay-as-you-go policy, which was put into effect by Governor Cox. Its possibilities loomed so large that at his suggestion it was extended to the municipalities of the State by the Legislature, an act being passed providing that in the construction of public buildings by cities and towns, 10 per cent of the initial cost be borne the first year, and all bonds for such construction work be reduced from a twenty to a fifteen year maturity.

When Governor Cox was inaugurated the net direct debt of the State was \$35,128,239.62, the State tax was \$14,000,000 annually, and there was a deficit in the treasury of the Commonwealth. During his first year the debt was reduced to \$29,311,796.03, and while the State tax remained the same, there was a balance of over \$6,500,000 in the treasury, which made possible a reduction of the State tax in the year following.

During his second year the debt was reduced to \$23,712,611.74, and the State tax to \$12,000,000. The third year saw a reduction of the debt to \$20,792,233.44, with the tax remaining at \$12,000,000. The fourth and final year, just closed, brought a further reduction of the debt to \$18,922,907.11, making a total reduction of \$16,205,332.51 in four years. It also brought a further reduction in the State tax which was fixed at \$10,000,000, or a total reduction of \$4,000,000 in four years. In considering this record it is important to remember that it was made during a period when the debts and taxes of other States have been soaring upward.

In a previous article it has been shown that in addition to a vast number of minor judicial appointments, Governor Cox named two justices of the Supreme Judicial Court, twelve Superior Court judges, five probate judges and one

Land Court judge, — a record never before equalled. In his appointments he showed a liberality, a recognition of various racial groups making up the body politic, which has materially strengthened the Republican party which he has represented.

One outstanding accomplishment of the administration, which has received nation-wide attention is in the matter of mental hygiene. In 1921 a bill was passed providing that in cases of persons held for trial for serious crimes, a mental examination shall be made by the Department of Mental Diseases to determine if the prisoners are suffering from any mental disease or defect which would affect their criminal responsibility. Another bill the same year requires an examination in psychiatry for all applicants for registration as physicians.

These two measures were described in "The Modern Hospital," one of the important medical and health journals of the country, as the most important legislation in mental hygiene enacted in any State. The measures were followed up last year by a bill providing that all prisoners serving a sentence of over thirty days except for non-payment of fine, and all convicted prisoners serving a second sentence of any kind, shall be given a thorough psychiatric examination.

#### NEW DIVISION OF FEEBLE-MINDED

In his first message to the Legislature, Governor Cox recommended that additional funds be given to the Department of Mental Diseases in order that a Division of Feeble-Minded might be established. This recommendation was followed and the division established. It has since become an extremely important adjunct to the department. During the administration, also, in 1922, came the opening of the Belchertown State School for Feeble-Minded, to serve the western part of the State.

Much important health legislation was enacted during the four years, especial attention being given to the subject of tuberculosis. On recommendation of the Governor a measure was passed providing for the systematic examination of school children throughout the State. Another bill provided

for the establishment of children's health camps by cities and towns, while still another provided that every city of 50,000 or more inhabitants must maintain a dispensary to discover, treat and supervise needy persons afflicted with tuberculosis. The latter measure also provided that every other city or town may conduct such an institution and must do so at the request of the Department of Public Health.

The Cox administration has also been noteworthy because of the legislation enacted affecting women. By statute provision was made for the appointing of a woman as assistant commissioner of the Department of Labor and Industries. A bill was put through providing for additional women members of State political committees. A law was provided establishing the eligibility of women to certain public employments, such as trustees of State institutions, while a second law permits the appointment or election of women to State offices, positions or appointments. Another act includes in the forty-eight hour law women and children employed in any laundry, hotel, manicuring or hairdressing establishment, motion picture theater, or as an elevator operator or a switchboard operator in a private as well as public exchange.

Under the heading of agriculture was enacted a new State drainage law, making it possible for a large number of drainage districts to be formed, and thus bringing thousands of acres up to a state of cultivation. A tuberculosis bill was passed permitting the State to work with the Federal government in the eradication of tuberculosis in cattle. An apple-grading law was provided which has helped to give Massachusetts apples a reputation through the entire eastern section of the country and as far west as Detroit.

Early in his administration, when unemployment was rampant, Governor Cox sent a special message to the Legislature and obtained an emergency appropriation to be used in cleaning State parks and forests, thus giving employment to large numbers of men. On the subject of workmen's compensation, he signed two important bills, one making a widow's maximum \$16 a week instead of \$10, and the other providing that compensation in all cases shall begin after seven instead of ten days.

The four years saw much important banking legislation,



especially after the failure of several Boston trust companies when it was found that the law was sadly in need of bolstering. Penalties for various offences by bank officers, hitherto lacking, were established by law. The responsibility for the performance of all acts and duties required of a bank treasurer were definitely fixed. An act was passed providing that directors of trust companies must not only be owners of stock but stockholders of record. The maximum amount of joint deposits in savings banks was raised from \$2,000 to \$4,000, and principal and interest permitted to accumulate up to \$8,000 instead of \$4,000. Greater protection for aliens dealing with foreign banks, so-called, was provided by an act increasing the amount of bonds, regulating investments and adding to the State's supervisory powers. This act was carried to the voters for referendum, but was overwhelmingly approved.

Massachusetts is proud of its State Police Patrol, or Constabulary, as it is sometimes called. This mobile force of 140 men, patrolling rural districts and the large highway arteries, has been praised throughout the country. It is a product of the Cox administration. It has been and is a measure of great importance to the safety of the State, and, in the language of Governor Cox, is working "admirably."

The Blue Sky law, for the protection of investors from fraudulent stock promoters, also was an accomplishment of the retiring administration. It provides for the registration of stock brokers and the regulation of sale of corporate securities, and already has been the means of saving the people of the Commonwealth vast sums of money which would otherwise have been totally lost.

One of the achievements of which the administration has been proud was the creation of the present Commission on Administration and Finance, which centralized State purchases, budget preparation and control of personnel. This commission was established as the result of a report of a special commission on State administration, appointed by Governor Cox, of which Edwin S. Webster was chairman. It is performing an extremely useful function, and will undoubtedly be a permanent asset to the State's government.

These are but a few of the important legislative accom-



plishments during the administration of Governor Cox. Space prohibits further consideration of legislation, such as important projects like the completing of the Old Colony Boulevard, the widening of Cambridge and Court streets in Boston and the tunnel extension to Dorchester and Mattapan. Mention should be made, however, of the complete reorganization of the National Guard which has taken place during the past four years, and which necessitated a complete revision of the statutes pertaining to it. In no instance during his entire administration was it necessary for the Governor to call out the National Guard because of disorders.

Governor Cox called several conferences of the Governors of the New England States to discuss such subjects as agriculture, fuel supply and plans for the rehabilitation of the railroads serving New England. At his suggestion a committee was appointed, headed by James J. Storrow, to consider the railroad problem, and this act was looked upon as the first definite step toward the rehabilitation of the New Haven and Boston and Maine Railroads.

The various State departments have increased their efficiency during the Cox administration, and have expanded to quite an extent. They are in excellent condition today and are accomplishing more than ever before in the history of the State. A glance at the work of the departments gives some idea of the magnitude of the State government.

The Department of Agriculture reports that under the leadership of the Governor there has been voluntary and unofficial coöperation between it and other departments, which has been responsible for a marked improvement in farm management. It states that notable progress has been made in improving market methods, the dairy industry and poultry breeding. The fight against the corn borer and the white pine blister rust has made excellent progress. The corn borer spread has been checked and is being eradicated even in towns where it has been well established for many years.

The Division of Animal Industry reports that 300,000 domestic animals have been examined by veterinary inspec-

tors, have been treated for contagious diseases, tested, and when suspected or it was deemed necessary, killed for the public good. Under legislation passed in 1922 tuberculin tests are being made and there has been an increase of 64 per cent in the past year in the number of such tests. The Division has practically eliminated glanders, reducing the number of cases from twenty-five in 1923 to six in 1924, the lowest number in twenty years. A great deal of effort has been devoted to the control of rabies, and this disease is steadily decreasing.

The Division of Forestry, Department of Conservation, shows an increase of 40,000 acres in the State's control of wild and waste land, nearly doubling the State's holdings for development into forests. Nursery production has been increased from 10,000,000 to 20,000,000 trees. The Division of Fisheries and Game shows increased activities, reporting that in the 1923-1924 season alone it has made 1,220 prosecutions, collected \$17,275 in fines, made 31,136 fish inspections and condemned as unfit 287,644 pounds of fish.

One of the bright marks of the administration has been its attitude toward the public schools and its encouragement of the efforts of the Department of Education to raise the standards of the teaching force. Salaries have been increased until the average salary today is \$1,658, a gain of about \$200 in the past two years, and of more than 100 per cent in the last decade. The immediate result can be shown by the fact that last year eighty-five out of every one hundred teachers in the State were highly trained, being either college or teacher-training-institute graduates. The State is providing new buildings and adequate appliances for its students, and has appropriated more than \$30,000,000 in the past five years.

#### EXTENT OF EDUCATIONAL WORK

The vocational training in State-aided schools reaches 60,000 pupils. The university extension classes and correspondence courses reach 33,000 persons, while 32,000 non-English speaking adults are being taught English. The Division of Immigration and Americanization assists 24,000

aliens annually to make the necessary adjustments with the country, and about 5,000 each year are being instructed and prepared for the active duties of citizenship.

The new legislation affecting the workmen's compensation, increasing the maximum payments to widows and orphans and reducing the number of days before payments begin from ten to seven, has already been mentioned. In addition, the Industrial Accident Board has liberalized some of its requirements, and cases can be dealt with strictly on their merits.

It has been shown that legislation enacted under the present administration, on recommendation of the Governor, has made Massachusetts the first State to make a definite effort to get at mental disease and mental defect at the source. In addition to the other improvements made by the Department of Mental Diseases which have been mentioned, examination is now made of mentally retarded children in the public schools, under direction of the department, where the children are three or more years retarded. This work is done under legislation perfected during the Cox régime.

The State Department of Public Health shows a gradual reduction of the tuberculosis death rate. It maintains four tubercular sanatoria and is so successful that it is often able to send patients back to their places in the community. In addition to the examination of school children, as a tubercular preventive measure, the department has inaugurated other precautionary measures by raising the standards of nutrition and physical development.

#### ENGINEERING PROBLEMS SOLVED

The Division of Water Supply reports that the last Legislature created a joint water supply commission, on its recommendation, for the cities of Fall River, New Bedford and Taunton, with full power to take for winter supply purposes all the Assawompsett ponds. A special commission has also been created for a thorough engineering survey as to the water supply needs of the Metropolitan District. The Engineering Division of the department has worked out a practical plan for a joint sewerage district which will remove all present objectionable sewage disposal features of Beverly,



Peabody, Salem and Danvers, and take sewage of State and county institutions out of the Ipswich river watershed. The question of Gloucester's sewage collection and disposal has also been solved by the Division under a special legislative resolve of 1924.

The Food and Drug Division reports that it has greatly protected the public by constant surveillance and enforcement of the laws relating to food and drug standards. A new milk-grading law resulted in a revision of the milk regulations, and careful control of milk supplies has been kept up.

The Department of Public Safety, which has a wide variety of duties, is especially proud of the work of the State police patrol already referred to. It has supervised boxing exhibitions, Sunday entertainments, solved many serious crimes through its detective department and has recovered hundreds of stolen automobiles and prosecuted the thieves. A special division on automobile thefts was created, which has been very successful.

#### FOR THE WELFARE OF THE NEEDY

Under the supervision of the Department of Public Welfare, fifteen new wards have been added to the State infirmary at Tewksbury. Remarkable success has been obtained in heliotherapy, sunlight and quartz lamp treatment, through which cures have been effected which other hospitals have considered hopeless. The department has taken a long step forward in the care of children and has made much progress in devising new methods of rebuilding crippled children and making them to a large degree self-supporting. Help has also been given, quietly, to self-respecting individuals. More than 60,000 persons have been so aided. The department is endeavoring to get away from antiquated customs and old humiliations, the word "pauper" being eliminated in practice and rapidly disappearing from the statutes.

The Department of Public Works adopted a policy recommended in the Governor's inaugural, whereby public works and institutional operations are no longer carried on piecemeal. Each year the work done contributes to a construc-

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tive whole. There has been a noticeable improvement, especially in highway construction, and other States are studying the methods now used in Massachusetts.

No attempt has been made in this article to cover the work of all the departments, or to mention all the meritorious legislation of the Cox administration. An attempt has been made to give some idea of the accomplishments. In closing, it should be stated that Governor Cox has at all times been in close contact and in harmonious union with the Legislature. During his four years he believed it to be his duty to veto about twenty-five bills, and it is significant that not one of these was passed by the Legislature over his veto.

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